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LEN salutes its 1997 People of the Year, the Boston Gun Project Working Group

An enviable combination of research, smart policing, interagency cooperation & tough enforcement has juvenile violence on the run

By Jacob R. Clark

Like many major American cities, Boston has endured the scourge of gang violence over turf and drug markets that exploded in the late 1980s and early 1990s, and which has claimed hundreds if not thousands of young lives nationwide. Amazingly, though, gun-related homicides among those under age 24 have fallen dramatically in Boston over the past two years — in fact, dropping to zero over one 28-month period — in a trend that some observers are hailing as miraculous.

Yet the plunge in the number of young people murdered by guns, as remarkable as it appears at first glance, is no accident. It's the result of a carefully conceived approach to gun crime created by the team known by the disarmingly simple name of the Boston Gun Project Working Group. Under the leadership of David Kennedy, a senior

research associate at Harvard University who bears at least a passing resemblance to musician George Harrison, the team of scholars, analysts, law enforcement officials and street-savvy social service workers combines academic research with smart policing, interagency cooperation, and tough enforcement of gun- and gang-related crimes. Their goal is reducing youth violence — and their results have wildly exceeded the expectations of anyone involved.

One need look no further than Boston's homicide rate to see where the successful recipe has had its biggest impact — and why Law Enforcement News chose the principals behind the Boston Gun Project as our 1997 People of the Year. Gang- and gun-related homicides of people in the 24-and-under age bracket have been cut by 70 per-

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The sharp drop in homicides in Boston stems from academic research, smart policing, interagency cooperation, tough enforcement and savvy street work, all pioneered by the Boston Gun Project Working Group led by (l.-r.) Anthony Braga, Lieut. Gary French and David Kennedy.

(Photo: Martha Stewart)

Policing moves along parallel tracks of introspection & outreach

Community policing comes of age in '97, although critics still abound

Analysis

By Marie Simonetti Rosen

Generally speaking, 1997 was a relatively quiet year on the national scene for policing. It lacked the large-scale terrorist bombings, raging crime rates, major riots and other galvanizing events that have seemed the cornerstones of recent past years. That's not to say that the year didn't have its moments for law enforcement, as many local agencies will quickly attest. For the most part, though, it was a time for introspection and outreach — assessing where the field of policing is going as the millennium approaches, and then building the road that will get it there.

Moving along the first of these parallel tracks, law enforcement, with the help of the research community, paused to visit some of the more sensitive and nagging issues that have long dogged policing: the use of force; civilian complaints; corruption and integrity. Crime trends remained under the microscope as well, with particular attention being paid to what's driving crime down.

Along the adjacent track, community policing has continued to evolve, arguably coming of age in 1997. As it has, two schools of thought appear to be emerging. On the one hand are those who see

community policing as "adrift," seriously threatened by the variety of methods being applied under its rubric. Others believe just as passionately that it is the nebulous and open-ended nature of community policing that is responsible for its growth. Its diversity is an essential piece of the philosophy, a source of its strength, and allows for local tailoring, increased creativity and, ultimately, expansion.

Growth chart

Community policing has come a long way since it first began to emerge from the primordial ooze of law enforcement thinking more than 20 years ago. Just about every police agency in the country has been exposed to it in some way, and many have tapped into the recent abundance of Federal resources to implement it. But just how far departments have come along the development continuum of community policing depends on who they are, when and how they got started, how they define the concept, and the level of resources they've committed. For some departments, community policing means more officers and equipment; for others it's a brand new way of doing business — a philosophical underpinning that permeates nearly all aspects of policing. Some

departments continue to vest community-policing responsibilities in specialized units, while others are satisfied with nothing less than a department-wide embrace.

Problem-solving — which many view as a key element of, or adjunct to, community policing — can be anything from implementing a bicycle patrol to the sophisticated use of the S.A.R.A. model. Take the Glendale, Calif., Police Department, which won the 1997 Herman Goldstein Award from the Police Executive Research Forum for its insightful and effective problem-solving approach to chronic nuisance problems brought about by day laborers. The Police Department's solution was to spearhead a vigorous effort that involved partnerships with the community, local businesses and other government agencies. To be sure, the growing tendency of criminal justice agencies in general to form problem-solving partnerships was a development of particular importance in 1997. Certainly task forces are nothing new to police departments, which have usually formed them with other law enforcement agencies for limited periods of time and specific purposes. The partnerships that are now emerging, however, involve a closer relation-

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The CJ system shows signs of acting like one

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ship with other branches of the system

Systematic gains

For years, the phrase "criminal justice system" has been derided as a misnomer, a kind of cruel irony. It's not a system, critics say, but rather an assortment of agencies with an on-again, off-again mutual dependence that, more often than not, translates into working in isolation from each other and at cross-purposes. In the context of community policing, more than a few observers have pondered how police would ever succeed in getting other governmental agencies and the community to work with them when it was so problematic to form productive relationships with prosecutors, courts, prisons, probation and parole and other branches of "the system." However, the Law Enforcement News People of the Year Award for 1997 is testimony to what can be achieved when the various components of the criminal justice system work together toward a common goal, namely stopping juvenile gun violence. The Boston Gun Project — now known to some as "the Boston Miracle" — has been responsible for driving juvenile firearms deaths to near zero over a period of more than two years.

But juvenile crime is not the only issue that is being tackled successfully through the collaborative efforts of criminal justice agencies. A growing variety of crime problems are being addressed by closely networked components of the system focusing on a common purpose. Domestic violence offers a particularly telling example, with police, prosecutors, courts, probation and social work agencies in some areas working together with such a degree of refinement that they are able to deal with different types of batterers in different ways. Other localities are moving successfully to establish community prosecution and community court programs. The financial encouragement of the National Institute of Justice and the Office of Community Oriented Policing Services is also helping to promote partnerships, with 39 grants currently supporting joint police-university research efforts. No doubt that when it comes to building partnerships, a key ingredient of community policing, 1997 was a good year.

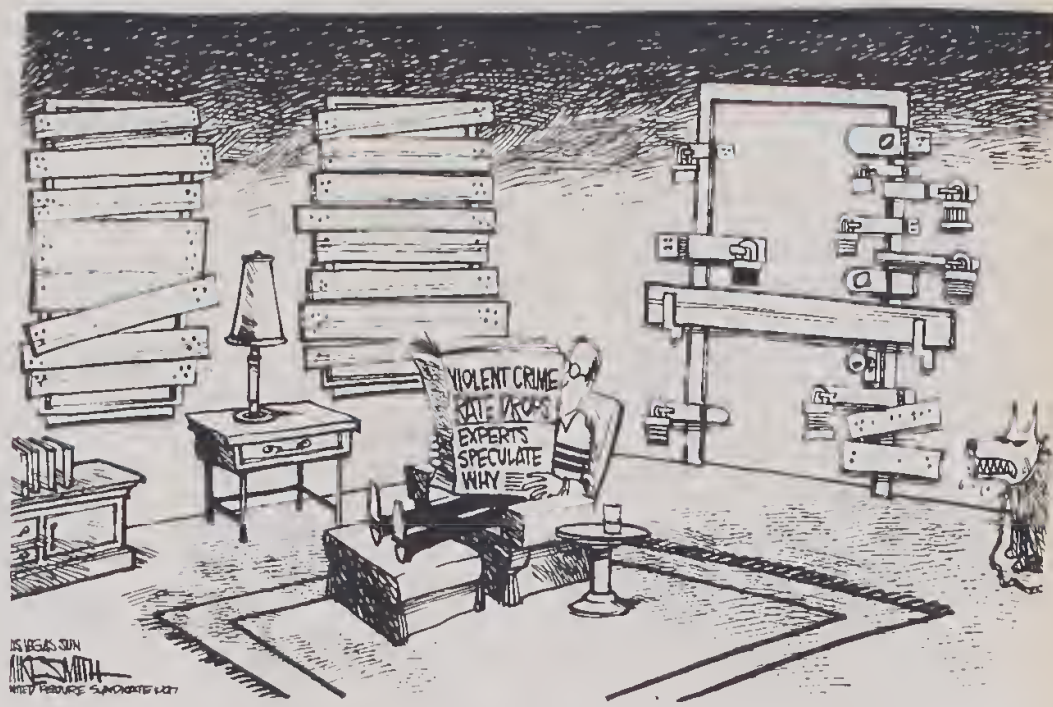
Bumps in the road

Despite the successes of community policing, and the application of some of its precepts by other branches of the criminal justice system, there are still those — including some of the staunchest advocates of community policing — who are concerned that it is adrift and in danger of being watered down. One criminologist, a former practitioner, went so far as to warn that community policing is threatened by "trivialization, perversion and replacement." Moreover, some fear, because problem-solving was often introduced at the bottom of the organizations as a first stage in community policing, the ability of either concept to permeate all ranks is limited.

A particular sore spot to many community-policing advocates is the term "zero tolerance." They point to the increasing use of crackdowns, particularly on quality-of-life offenses, as reverting to a law enforcement-dominated kind of problem-solving with no attempt to identify and analyze the underlying conditions. No less a figure than Herman Goldstein, the pioneer of problem-oriented policing, says of zero-tolerance: "It's not surgical and creates more dependence on the criminal justice system. It implies less discretion and is unrefined." Such criticisms may have taken hold. There are signs that those who favor an emphasis on quality-of-life crime are backing away from the term "zero-tolerance," claiming that such an emphasis does not necessarily mean a heavy-handed approach.

For all of its recent gains, community policing is still having a tough time fitting into the typical organizational structure of law enforcement. The quasi-military framework of policing has not changed in any fundamental way since the inception of community policing. For that matter, to some observers it hasn't changed all that much since Sir Robert Peel created the London police nearly 170 years ago. The police culture itself is seen as a barrier to organizational modification, and for policing to fundamentally change it first needs to determine its core values and then modify or rebuild its structure to suit. But for all the discussion in recent years about organizational structure and its relationship with community policing, most practitioners agree that with the exception of some flattening of ranks, the quasi-military structure of policing will not change any time soon.

Another example of the troublesome fit between community policing and police organizations concerns performance evaluations — which are difficult enough in most cases, and all the



more so when done in the context of a loosely and varyingly defined concept like community policing. Different evaluation methods are under consideration throughout the country, with departments developing core competencies for each rank and assessing an officer's ability to acquire knowledge, skills and attitudes. Once this is established, an officer is required to do a problem-solving project, to be judged by the community result. For the most part, though, departments are trying to supplement long-standing evaluation criteria by simply grafting on a community-policing component. Reports indicate that officers are skeptical about all such approaches because they believe the criteria to be subjective. Their skepticism may be warranted. After all, training in community policing is fairly new and it would seem unfair, if not impossible, to test officers on that which they haven't learned.

Learning curves

A recent NIJ-sponsored study found that departments are in need of training that deals with the general concepts of community policing, problem-solving, cultural diversity and conflict resolution. Even departments that have already offered such training identified such a need — an indication that such training should be enhanced and periodically reinforced. Most police academies put community policing precepts into existing training modules — or, at best, have added new modules while leaving much of the curriculum intact. A handful of agencies have tried approaches that are more radical in concept and design, and there are those police chiefs who feel radical change is just what police academies need. As one chief put it: "Academies should not be run like boot camps. They should be more like officer candidate schools used by the military."

The quality of recruits has improved in recent years, according to some chiefs. Most recruits now have at least some college background, and a growing number of police departments now require at least a two-year degree for entry. Yet while many departments require a bachelor's degree to advance in rank, there are still only a relative few where it is needed for employment. This past year the Portland, Ore., and Tulsa, Okla., police departments joined the small cadre of such departments, and Tulsa Police Chief Ron Palmer summed up the prevailing thinking on the subject when he observed that officers with four-year degrees "come to you a little bit more mature, they're a little more aware of diversity issues, and they're more prone to use their minds to problem-solve than those who don't have that type of background."

In the know

But a larger issue has also begun to surface in this respect, with a growing number of practitioners and researchers asking the same fundamental question: What is it police should know?

Some criminologists believe that police, particularly those involved in problem-solving, should become familiar with such concepts as environmental criminology, situational crime prevention, repeat victimization and routine-activity theory — all concepts that would aid practitioners in hot-spot analysis, crime mapping and reducing opportunities for crime. In growing numbers, researchers are looking at crime in the context in which it occurs rather than focusing on the offenders. Such an emphasis cannot help but make their research more valuable to law enforcement policy-makers. Even under the auspices of community policing, after all, there is little that police do about influencing an individual's criminal behavior. The study of criminal

offenders, while valuable in itself, has only a limited benefit for the cop on the street or behind a desk. But with the popularity of mapping and hot-spot analysis, police can do something about the context in which crime happens.

Going down

There is no shortage of crime-reduction strategies and programs being implemented and replicated throughout the country, and the continuing sharp drop in crime rates makes every successful program that much more appealing to those scanning the landscape for new ideas. There has been virtually no let-up, for example, in the number of departments adapting and adopting Compstat, the system that figures so prominently in

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"Academies should not be run like boot camps. They should be more like officer candidate schools used by the military."**

New York City's dramatic crime downturn of recent years. Many departments increased their attention to quality-of-life crime and truancy. Cities installed surveillance cameras, roadblocks and gates. They launched resident officer programs (and the Federal Government is now aboard that bandwagon). Police sub-stations have sprouted up in a seemingly endless array of unlikely places, including convenience stores and fast-food restaurants.

Police departments went after problems where they existed, and when they had to improvise, they did so. Such was the case with sex-offender registries and community-notification laws, which departments had to figure out how to implement, sometimes with very little guidance. How they did it ranged from hosting good old-fashioned town meetings to creating CD-ROMs and Internet sites.

Explanations abound as to why crime continues to drop, yet one group that has remained strangely silent in the discussion has been those criminologists who believe there to be a significant, inextricable link between poverty and crime. One might have thought that such criminologists would be crowing "I told you so" during the past year. After all, the economy is booming, and crime is down. Some suggest that the poverty-and-crime proponents have held back because they attribute the economic boom to low-paying jobs that do not lead to the mainstream.

Police show they can make a difference

Causal factors

More significant, perhaps, was an analysis released this year by the National Institute of Justice that deals a sharp blow to the notion of a significant connection between crime and poverty. The NIJ research, which looked at homicide trends in eight cities between 1985 and 1994, shows there to be a weak link at best between overall homicide trends and poverty and employment levels.

The research also found a clear link between juveniles, crack cocaine and guns that caused the sharp spike in crime from the late 1980s to the mid-1990s. In addition, intra-group homicide was found to be the norm, with black-on-black crime the most dominant. Inmate flows in and out of prison did have some effect on homicide rates, with prison detentions linked to declines and prison releases linked to increases (although the research data was admittedly limited).

Another study analyzed police policy and practice and found that what made a difference in the localities studied was aggressive law enforcement (often targeted deployment), particularly when it comes to its emphasis on misdemeanor offenses. Such enforcement usually comes with the blessing of the community, whose tolerance for heavier-handed approaches is higher during times of rising crime. (Of course, when crime goes down, as it has been doing, such tolerance might wear thin.)

There are still other views on the decline in homicide, with some suggesting that it's the result of the end of drug-trafficking turf wars, and because crack is a single-generation drug whose users are aging out of the crime-prone years. Others say that there are fewer domestic homicides due to a decline in domesticity. (Indeed, some go so far as to suggest that the divorce level and the decrease in marriage have helped to reduce domestic violence.)

Opinions differ on whether or not a wave of juvenile crime is looming on the horizon, but a study released in 1997 by the Child Welfare League found a strong correlation between having an incarcerated parent and the likelihood that a child will later be arrested for a crime. (This finding would seem to bode ominously for the future, given the 1.5 million parents currently incarcerated and the 1.6 million children they have.) The study also found that abused or neglected children are 67 times more likely to be arrested between the ages of 9 and 12 than those who aren't — thus giving statistical muscle to the long-held belief that family violence is transmittable through generations. Such information was not lost on a growing number of police executives, who continue to beseech Congress to "invest in kids" by allocating more for early-childhood programs.

Warning signals

As policing and police agencies turn some of their attentions inward, meanwhile, one of the year's most notable trends was the increased emphasis on monitoring personnel. More than a few departments put in computerized "flagging" systems to identify potential problem officers. Most such systems were sold to the rank and file as early-warning systems aimed at permitting prompt intervention as needed. To the extent that an early-warning system is used to that end, of course, it would be of

considerable value to both the officer and the department.

Following the "stitch in time" adage, such systems could prevent an officer from destroying his career, embarrassing himself and the department, incurring enormous liability and damning public faith in the police.

But just how these systems will be used is still, for the most part, unknown. A number of issues remain to be ironed out. Just what information goes into this system? How is it acquired? How does it get into the system? What is the threshold for intervention? What form will intervention take? Who is responsible for

question, of course, as to which is the more consequential statistic: that 500,000 Americans experienced some level of police use of force, or that force was a factor in only 1 percent of all contacts.)

Those involved in the area of police use of force welcomed the study, which was required by the 1994 Crime Control Act, and expressed hope that there would be future studies in order to ascertain trends. At present, however, BJS has not been funded to do another survey and observers are concerned that what might be a useful tool for determining levels of use of force will be

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it? Who has access to the information and under what circumstances? At what point do the civil rights of an officer come into conflict with the department's standards and managerial prerogatives?

A hint of an answer to these questions was provided as the year ended when the New York Police Department announced that 500 officers who were the subject of domestic-violence complaints, whether substantiated or not, would be made to undergo two eight-hour training sessions. Even the New York Civil Liberties Union, not usually known for pro-police stances, is troubled by the possible impact that an unsubstantiated and possibly false report could have on an officer's career. (The NYPD is also taking monitoring efforts to another level by looking into any officer who has fired his weapon on three or more occasions. The action was prompted by an end-of-year police shooting of an unarmed man by an officer who had been involved in eight prior shootings during his 14-year career.)

Beyond local efforts, computerized monitoring systems are also being supplemented by NIJ's Office of Science and Technology, which is working to identify and develop early-warning systems for identifying officers with potential problems. Other NIJ efforts include a five-department study of the use-of-force and a longitudinal study of New York officers who were dismissed, resigned or forced to resign because of corruption or brutality. An organizational integrity study is also underway in three cities. Perhaps tellingly, it seems the field no longer studies "corruption"; it studies "integrity."

Unprecedented introspection

While incidents of corruption and brutality litter policing's past, rarely, if ever, has the profession undergone the level of introspection in these areas that is now underway. In November, the Bureau of Justice Statistics released an unprecedented study that showed that about 1 percent of those who had contact with police alleged that force was threatened or used during the contact. The survey estimated that 45 million adults had face-to-face contact with police, and of those 500,000 reported that force was threatened or used during the contact. (The finding begs the

abandoned.

Within the next few months, statistics should be available from IACP's newly developed national data base on police use of force. In addition, over the next few years research results will become available from the 17 police departments nationwide that are currently involved in NIJ-sponsored corruption and use-of-force studies. That so many departments are involved in these efforts (a record number, according to NIJ Director Jeremy Travis) speaks loudly to the sea change that policing has undergone. Receptiveness to such study would have been unheard of just 10 years ago.

Averting a "big one"

Will 1998 be a year that allows for the kind of self-analysis that occurred in 1997? Who can say? As most practitioners agree, you never know when a "big one" can go off on your doorstep, bringing it with the kind of high-level scrutiny that can divert attention from more useful analyses that can make policing better. Still, as many departments are realizing, the risks of a "big one" — especially one that results from police action — can be minimized by the kind of research and self-monitoring that is now underway.

In sum, it was a good year for law enforcement. Police demonstrated that they can make a difference in reducing crime by focusing on specific problems and dealing with them. Police continued to make partnerships with the community, business and with other public agencies, most notably other branches of the criminal justice system. Community policing will continue to flourish, with the economy good and crime down. Federal resources continue to be abundant, in terms of funding for new officers and equipment as well as for research. Call it a golden age, a renaissance, of police development. Not since the days of the Law Enforcement Assistance Administration has the field been given this kind of boost.

Just how long it will last is unclear, of course. But with any luck crime rates will continue to drop, the economy will continue to prosper, and Federal resources will continue to flow. At least for now, then, let the good times roll.

1997: bracketed by violence



In an episode that drove home the fact that cops are often outgunned by criminals, Los Angeles police take cover behind cruisers, two with windows shattered by gunfire, outside a Bank of America branch in North Hollywood on Feb. 28. A bungled robbery by a heavily armed gang led to a shootout in which two robbers were killed.



Members of Law Enforcement Explorer Post 111 in Paducah, Ky., carry the casket of Nicole Hadley into church on Dec. 4. Hadley and fellow Heath High School students Kayce Steger and Jessica James were killed in a shooting spree at the school Dec. 1 by another student.

(Wide World Photos)

LEN's 1997 People of the Year, the Boston Gun Project Working Group

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cent from the mean rate of 26 a year from 1990 to 1995, according to a report by Harvard University's John F. Kennedy School of Government, where researchers led by Kennedy are continuing to assess the project's impact on gun violence.

Impressive Cooperation

Alfred Blumstein, a professor of urban policy at Carnegie-Mellon University in Pittsburgh, who has studied extensively the relationships between youths, guns, violent crime and drug trafficking, said the Boston Gun Project has shown the value of strong, collaborative efforts among elements of the criminal justice system. "What's impressive about it is the degree of cooperation and coordination they've been able to mount in pursuit of a critical strategy," he told LEN.

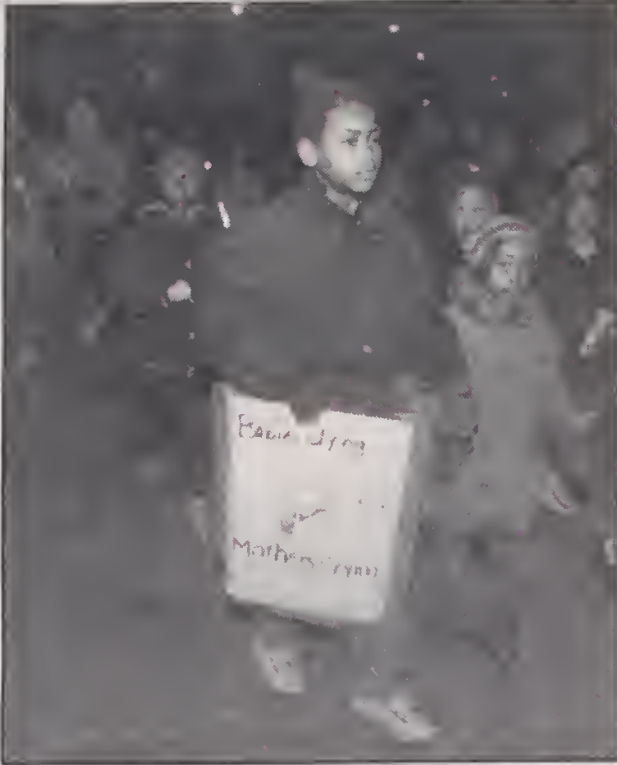
The project also put principles of community policing into practice by bringing residents on board to tackle the problem of violence and steer at-risk youth to educational or job-training services, preventing them from becoming tomorrow's victim or shooter. And, true to community-policing precepts, the project enables those front-line officers who are most knowledgeable about street violence to have more authority in decision-making, giving them the chance to put their own problem-solving ideas into practice.

"It's really pushing authority down to the people who are closest to the problems — that's where it's really worked," notes Boston Police Commissioner Paul Evans. "The street cops and detectives really came up with the policies and solutions and I think the credit goes to them."

Death Takes a Holiday

Until very recently, no one under the age of 17 had been killed in Boston by firearms violence since July 1995. That changed Dec. 10 when 16-year-old Eric Paulding was shot dead in what police believe was an argument between "groups" of youths. Police do not believe the youths were gang members, said Boston police spokeswoman Sgt. Det. Margot Hill.

While Paulding's death blemished what had been a spotless record, the fact remains that the gun project has proved to be a successful way of stemming firearms-related youth violence in Boston, putting the city on a course toward its lowest year-end homicide figure in decades.



Residents of the Franklin Field housing development in Boston march on Dec. 14 to a candlelight vigil at the site where 16-year-old Eric Paulding was fatally shot earlier in the week. Paulding's death was the first juvenile homicide in Boston since July 1995. (Wide World Photo)

"Six years ago, I had 152 homicides," Evans told LEN. "This year — knock on wood — we'll probably have our lowest homicide rate in 35 years."

[Make that 36 years. As this issue went to press, Boston's final 1997 homicide total was 43 — the lowest since 1961, when 26 people were murdered. The 1997 tally also represents a 27-percent drop from the 59 homicides recorded in 1996.]

The gun project is a multiagency approach with several key components, some of which, like Operation Night Light — involving joint patrols of police and probation officers who team up to ensure that young probationers are home where they belong and not roaming the streets — were already in place as part of a BPD gang task force.

Other major parts of the initiative, parts of which had been phased in during the early 1990s but were fully implemented last year, include:

¶ A focus on gun-trafficking to and from gang-involved youth;

¶ A comprehensive and immediate

interagency response when gang violence breaks out;

¶ Explicit warnings to gangs that violence will bring a swift and punitive response by police and prosecutors;

¶ Urging gangs to explore non-violent means of resolving conflicts, and

¶ Preventing and snuffing outbreaks of gang violence before they turn deadly.

The effort, according to Kennedy, is a model for the Youth Crime-Gun Interdiction Initiative announced by President Clinton last June, and which is now being implemented in 16 cities

No Cure-All, But...

No one — whether practitioner or observer — is heralding the gun project as a cure-all for the violence bedeviling American youth, but its apparent success in blunting juvenile homicides shows that the project has legs. As a result, it's elicited an enormous amount of interest among criminal justice practitioners nationwide, who are beating a path to Boston in the hope that the project may offer help in their own battles against youth and gang violence.

"The work they're doing in Boston is incredible," said Jake Tapper, a spokesman for the Center to Prevent Handgun Violence, which is planning to take a detailed look at the Boston effort during a conference on urban gun violence planned for late 1998. "It should be lauded and copied by cities all over the country."

In fact, many are intending to do just that, especially since early indications show that a replication of the program undertaken this year in Minneapolis is also a runaway success.

In Minneapolis, which has been suffering through a plague of rising homicide rates for the past three years, an effort based on the Boston Gun Project is being credited for a precipitous drop in murders in the six months since implementation. Indianapolis officials,

meanwhile, facing a similar surge in homicide, have announced their own plans to implement elements of the gun project to battle the out-of-town gangs and drug dealers that have been wreaking bloody havoc there.

The gun project is also getting a careful — and generally favorable — look from officials in Atlanta, Detroit, St. Paul, Minn., and Lowell, Mass., among other cities.

The project's joint police-probation patrols are a centerpiece of a statewide "community probation" program launched by Maryland officials in September. Three or more probation agents will be teamed with police officers in each of the 35 areas in the state targeted as part of the wide-ranging "HotSpots" anti-crime program that was announced earlier in the year.

Can We Help?

The genesis of the gun project can be traced to early 1995, when the researchers from the Kennedy School contacted the Boston Police Department, asking officials there if they would like to work together to apply problem-solving concepts to youth violence in Boston, Kennedy recalled during an interview with LEN.

Some of the pieces of the project were already in place, including "Operation Cease Fire," a joint effort between local authorities and Federal agencies like the Bureau of Alcohol, Tobacco and Firearms to attack illegal gun-trafficking. Together, they tracked all firearms linked to violent crimes, looking for patterns that could lead them to suppliers of illegal guns, and amassing valuable information used by researchers to assess the extent and impact of firearms violence in Boston.

Cease Fire also entails direct meetings between gang members and authorities who warn them of severe sanctions if violence continues, while at the same time, offering educational and employment opportunities.

Kennedy, along with Harvard colleagues Anthony Braga and Anne Piehl, carefully analyzed statistics on gun crimes, focusing on youth murder rates over the past several years, including the victims' and perpetrators' prior associations with gangs and violence as well as their run-ins with the criminal justice system.

After poring over five years of data on illegal guns, the researchers concluded that gang-involved youths preferred guns that were "new in the box" and "without a body on them" — not previously used in violent crimes.

Market Research

The researchers also came up with several key insights about the nature of Boston's illegal gun market, which would in turn provide the basis for future components of the gun project. Among them:

¶ More than 34 percent of the traceable firearms recovered from that age group were first sold at retail in Massachusetts, debunking a long-held belief that illegal guns were coming in from states with more lax gun laws, such as Florida, Georgia, Maryland, North and South Carolina and Virginia.

¶ Nearly 20 percent of all guns recovered from youths had obliterated serial numbers, which the researchers said denoted "relatively new 'trafficked' guns rather than guns that [had] been...stolen from houses or cars."

¶ More than half of the guns seized by Boston police from offenders age 21 or under in the five-year period were semiautomatic pistols, while 30 percent were revolvers.

¶ Of all traceable guns recovered from those age 21 or under, 25 percent were newer than two years old. That figure jumped to 41 percent when only semiautomatics were considered.

The research also produced valuable information about the relationship between perpetrators of gang-related violence, their victims and the prior contacts both groups had had with the criminal justice system, Kennedy pointed out. "Seventy-five percent of both victims and offenders had prior arraignments in Massachusetts, something like half had previously been on probation. One-fifth had been in jail or prison, and 25 percent of the known youth homicide offenders had actually committed murders while on probation...[and] had been arrested at very high rates for violent and property crimes, weapons and drug offenses."

In a nutshell, said Kennedy, the violence was being committed "by chronically offending gang members primarily against other chronically offending gang members."

Focused Deterrence

The finding bolstered what many participants in the working group had suspected — that the majority of gang-involved youths were known to authorities, leading to the realization that "it ought to be possible to exact a very stiff price when they committed serious violence," Kennedy added.

From that point, working-group participants formulated a strategy of "focused deterrence" that served as a pivotal part of the gun project — calling members of the city's 61 known gangs in for face-to-face meetings with authorities, who warned them that intergang violence would no longer be tolerated and that future outbreaks would be met with rapid and iron-fisted responses from law enforcement.

The first precedent-setting meeting with gangs was held in May 1996, an event that Kennedy pegs as a turning point in the decade-long war against the city's crack-fueled gang violence. The basic message: "We know who you are, we know what you're doing, and if you and/or your gang commit violence, we'll pull every lever we've got."

"Even more powerful is who's in the room," added Commissioner Evans, referring to the array of local, state and Federal authorities present at the meetings. "These kids can't stand the scrutiny because they are subject to probation and parole."

In August 1996, authorities made good on their threat when they launched a crackdown on the Intervale Posse, which Kennedy called "the biggest, toughest, crack-era gang in Boston," and which authorities had linked to a string of unsolved murders. "Essentially, the entire leadership cadre in that gang was taken off the street in one morning," with many charged with Federal drug offenses, he recalled.

While the operation against the Intervale Posse was "far and away the most Draconian" intervention, other gangs received the unwanted scrutiny of authorities if they continued to commit crimes. "After each one of those operations, the group went back out to the gangs and told them that if they wanted

Hats off to a smooth working group

The Law Enforcement News People of the Year Award, presented annually to an individual whose contributions to the field have been head-and-shoulders above the crowd, goes this year to the Boston Gun Project Working Group, which is in fact an assortment of numerous players all handling key roles in the strategy. A tip of the LEN hat, then, to:

David Kennedy, senior research associate at Harvard University's John F. Kennedy School of Government; **Anthony Braga**, senior research associate, Kennedy School of Government; **Anne Piehl**, senior research associate, Kennedy School of Government; Boston police Lieut. **Gary French**, who heads the city's multiagency Youth Violence Strike Force, and his predecessor, Det. Sgt. **Paul Joyce**, a former commander of the BPD anti-gang violence unit; **William Stewart**, Massachusetts Department of Probation; **Tim Zada**, state Department of Parole; **Sonya Aleman**, state Department of Youth Services, fugitive unit; assistant U.S. Attorney **Ted Heinrich**; Suffolk County assistant district attorney **Lynn Brennan**; Special Agent **Phil Totorella**, U.S. Bureau of Alcohol Tobacco and Firearms, Boston field office; Lieut. **Mike Hennessey**, Boston School Police, and **Tracy Litthcut**, director of youth services, Boston Community Centers.



(Photo: Martha Stewart)

MAKING IT WORK: Among the key players in the success of the Boston Gun Project are: (seated, l.-r.) William Stewart, Department of Probation; Lieut. Gary French, Boston Police Department; Marianne Hinkle, U.S. Attorney's Office; Anthony Braga, Kennedy School of Government; (standing, l.-r.) Tracy Litthcut, Boston Community Centers Streetworker Program; Lieut. Michael Hennessey, Boston School Police; David Kennedy, Kennedy School of Government; Ted Heinrich, U.S. Attorney's Office; Sonya Aleman, Department of Youth Services; Tim Zada, Department of Parole; Lynn Brennan, Suffolk County District Attorney's Office; Diane Hill, Boston Community Centers Streetworker Program.

Project is not all stick & no carrot

to avoid this kind of attention, leave your guns at home. They did — and that's really quite remarkable. Now that it begins to look like it's sustainable, I think we're all just kind of stunned that you can actually do this thing."

Unsung Heroes

But it's not all stick and no carrot. Front-line practitioners such as workers from Boston Community Centers were crucial in spreading the anti-violence message to young offenders, and steering them toward social services that can help them enter mainstream society, Kennedy said.

Street workers are "the unsung heroes of this whole effort," said Tracy Litthcut, who is director of youth services for BCC, which provides programs out of 42 sites throughout the city. "Our street workers go out and build a rapport with these gang members. It's very important that they feel safe in their own communities, and that these community centers open their doors to them."

Meanwhile, Operation Night Light, the joint police-probation patrols that have been deployed since 1992, is credited with keeping convicted young adult offenders off the streets and abiding by probation and parole conditions. It's also the element of the gun project that has elicited the most interest from agencies outside Boston.

No less enthusiastic are the members of Boston's own probation department, who feel the effort "has made probation an equal partner at the law enforcement table."

"If you went back six years ago and looked at the record, police didn't talk to probation and probation didn't talk to the kid," said Bill Stewart, a member of the working group, who has conducted over 5,000 curfew checks as part of Night Light. "Police would arrest the kid, come in for court, testify against them and walk out the door. We'd get the kid and never talk to police."

Night Light, he says, "has broken down the paradigms of our roles. We can be law enforcement, we can be street workers, and we can be friends."

Tightened Underwear

It's also changed street perceptions about probation as a sanction, particu-

larly those notions of how easy it is to violate. Stewart recalls how astonished his young wards would be when he'd pull up to them in a police cruiser as they loitered on street corners at night or after he'd made a night-time bed check at a youth's home.

"Imagine the baddest kid you know, then picture him coming home and finding out from his mother that probation was there. He walks into the bedroom and finds his closet door open, his drawers open, my card and a Lifesaver on his pillow with the bed turned down like at a Red Roof Inn. What do you think that does to his belief that no one enters his inner sanctum? It tightens up the underwear a little."

Night Light, like other elements of the gun project, exemplifies the spirit of cooperation and information-sharing that law enforcement agencies avoided for years, Kennedy said. "Almost everything in the [gun project's] larger strategic package was already being done," he said. "It just wasn't focused."

The gun project has turned that situation around, said Boston police Lieut. Gary French, who recalled how different things were a decade ago when gang violence first exploded in Boston. "The Feds didn't trust the locals, the locals didn't trust the Feds. Information was protected and not shared. Right now, that's the furthest thing from the truth. There is so much cooperation and sharing of intelligence...it's what do we have to do to get the job done.... Ego and turf issues have to be put aside."

A New Reality

The BCC's Litthcut says change for the better has been palpable in Dorchester, Roxbury and Mattapan, the predominantly minority neighborhoods that have suffered the most from gang crime. Fear on the streets is down, the lifelong Boston resident says, making edgy gang members less likely to resort to firearms to settle disputes or even old scores. "It's so quiet nowadays... like I've never seen it before."

"The idea that fear was leading to a lot of weapons acquisition and gang formation was central to this whole thing, that if the streets could be made safer a lot of this gun and gang behavior would just take care of itself," added Kennedy. "Many of these kids, if given

an honorable way out, will take it, and we think that's happening. Feedback from gang-outreach people who work with these kids is that the temperature on the streets is down — that this may well be a sustainable new reality."

More important, says Litthcut, who between 1990 and 1994 attended more than 100 funerals for youths he tried to help but who met violent ends, is that former gang members and at-risk kids are seeking more productive ways of conducting their lives. The city recently won a \$2.2-million grant from the U.S. Department of Labor that will bolster the BCC's efforts to train youths for meaningful careers. "If you don't give kids resources, they're going to commit crimes, no doubt about it," he noted.

Pulling Together

Working-group members contacted by LEN agreed that the program would not be the runaway success it has been without its social-service aspects. Nearly all of the agencies involved in the effort have roles in helping youths choose alternatives to gangs and crime, according to Jeffrey Roehm, the special agent in charge of ATF's Boston field office. "Everybody's pulled together," he noted.

"To have the overall program work, you have to have prevention, intervention and enforcement," said Roehm, a 20-year ATF veteran. "It's a three-pronged, long-term approach."

Commissioner Evans agrees with that assessment, and stresses the point to those seeking information about the project. "One of the things I'm adamant about is, 'Don't look at one practice.' There's been a tremendous collaboration between community groups, clergy, business people and various law enforcement groups.... We'd like to think we have a comprehensive approach to violence."

As appealing as the project is to officials in other cities, Kennedy remains self-effacing. "I don't think Boston is anything like a model program," he says, "and looking back, I don't think we did an exemplary job. We were making things up as we went along, trying to keep it together, but the good news seems to be that it's good enough. I think other people will be able to do a much better job of it."

Shared interest in replicating Boston

Minneapolis and Indianapolis share more than the Greek suffix meaning "city": The Midwest cities also are hatting an unprecedented wave of violence, much of it gang-related, and all of it contributing to record-breaking homicide rates.

But as important, officials of both cities are also looking to the Boston Gun Project as a way to stem the bloodletting.

Minneapolis launched its version of the gun project last spring, with results that were beyond most people's expectations — the city's homicide rate fell by 80 percent during the summer months, when just eight killings were reported, compared to 40 for the same three-month period in 1996.

Police Chief Robert Olson said that homicides had dropped to 55 for the year through Dec. 9, compared to 80 at the same point in 1996. [The final homicide count for 1997 was 56.] For Minneapolis, which had a record-setting 97 murders in 1995, "that's something," he said, noting that prior to the recent surge, homicides averaged about 60 yearly.

"The drop was, is and continues to be so dramatic we have to give credit to some of these initiatives we've borrowed from Boston," Olson asserted during an interview with Law Enforcement News.

Hoping to bring down this year's record-breaking total of 130 murders in Indianapolis, several officials, including Police Chief Michael Zunk, are planning a trip to Boston to get a firsthand look at the project.

"We're looking very seriously into it," said Zunk, who cited conflicts between out-of-town gangs over control of Indianapolis crack markets for the homicide surge, which this year surpassed the 120 killings reported in 1996.

Taking a page from Boston's experience, Indianapolis police most likely will focus their efforts on the gang-involved, repeat violent offender, Zunk said, expressing hope that the strategy will result in a big reduction in homicide. "Boston shows that if you can take the top 80 offenders off the street, you not only take the shooters off the street, you take the victims off the street," he told LEN. "If that holds true, we'll reduce our murder rate by 50 percent, just by doing that."

Zunk's optimism is shared by his boss, Mayor Stephen Goldsmith, who said that beyond results, he was struck by the project's "ability to get the system to be effective."

"A lot of criminal justice programs are just rhetoric," said Goldsmith, a former prosecutor. "Follow-through by the court system and/or police or probation tends to be minimal." The Boston Gun Project, he said, is "pretty logical, straightforward and effective."

The first replication of the Boston effort, the Minneapolis Homicide Reduction Project, was launched last May. Partially funded by one of the area's largest employers, the Honeywell Corporation, the project set out to reduce in homicides across-the-board, not just stem gang killings, which represent a significant portion of the city's murder rate.

Honeywell brought in the Police

Executive Research Forum to assist in the effort, and PERF in turn asked Harvard University researchers David Kennedy and Anthony Braga, who helped develop the Boston program, to analyze Minneapolis homicides from 1994 to May of this year. Among their findings:

¶ Nearly 45 percent of all city homicides appear to be gang-related.

¶ Forty percent of the murder victims were in the 14-24 age bracket, as were over 60 percent of the suspects and arrestees.

¶ Firearms were used in two-thirds of the killings, which were clustered in a few neighborhoods.

¶ Nearly a quarter of the victims and one-third of suspects and arrestees had probation histories, while more than 40 percent of the victims and nearly 75 percent of the suspects had arrest records.

Armed with this data, officials went to work, setting up joint police-probation officer patrols, increasing collaboration between Federal, state and local law enforcement agencies; beefing up foot patrols in high-crime beats, and aggressively enforcing quality-of-life crimes as well as the city's curfew.

Authorities also spread the word to members of the city's 30 known criminal gangs that it would no longer be business as usual. Police rounded up key players of the Bogus Boyz, a renegade group held in contempt by other gangs because of its refusal to play by the "rules," and charged them with murder, firearms violations, robbery and assault.

Some of the gang members are believed to have been directly involved in a drive-by shooting in which an 11-year-old boy was killed in the crossfire — a murder that "shocked residents and galvanized anti-violence efforts."

PERF's executive director, Chuck Wexler, who traveled frequently to Minneapolis in the past six months to help get the project off the ground, said the effort did more than make the city safer and reduce fear among residents; it also improved police officer morale.

"They say this is the most excited they've been about their work in 20 or 25 years. People feel they're actually making a difference, that by intervening when an incident is about to happen, they're actually saving lives," Wexler told LEN.

Olson said the program will remain in place indefinitely. In fact, he is so heartened by the decline in violence it has generated that he plans to adapt elements of the project to drug enforcement operations.

Numerous cities are looking to the Boston Gun Project as a possible solution to their own violent crime problems. And Kennedy, who admits to being "astonished" by the project's apparent successes so far, said that while he welcomes the interest, jurisdictions must take care to adapt the project to their particular needs.

"Every city is different, every problem is different," he said, "and when you get a bunch of agencies together, the things they're going to go to want to do are going to be different. I think the good news is that people will look at this and figure out how to do it their own way."

If we told you once, we've told you a half-dozen times:

Crime is down (yes, again)

The nation appears to be on its way to a sixth consecutive year of an unprecedented downturn in crime, according to new FBI figures covering the first six months of 1997.

Serious crime fell by an aggregate 4 percent during the first half of the year, with declines noted in every one of the eight Uniform Crime Reporting categories, the bureau reported Nov. 23. Violent crimes were down by 5 percent, and property crimes fell by 4 percent.

In the violent-crime category, homicide and robbery both dropped by 9 percent, aggravated assault was down by 3 percent, and forcible rape fell by 2 percent. Among property crimes, larceny-theft decreased by 9 percent, motor-vehicle theft and burglary both dropped by 5 percent, and arson fell 9 percent.

All geographic regions and the nation's largest cities reported drops in crime, the FBI said. Crime declined 6 percent in the Northeast, 5 percent in both the Midwest and West, and 3 percent in the South. Cities over 250,000 population collectively recorded the biggest crime drop, 6 percent, while suburban and rural county law enforcement agencies reported drops of 3 percent and 1 percent, respectively.

Final statistics for 1997 are not expected from the FBI before next fall, but anecdotal reports compiled by Law Enforcement News over the past year show many jurisdictions are continuing to record double-digit decreases in crime, with some cities, such as New York, returning to crime levels not seen since the 1960s.

New York police officials reported in October that serious crime remains down more than 9 percent from 1996, with a 22-percent plunge in murders that has driven the city's homicide toll to a level last seen in 1967. "There are always peaks and valleys, but overall we have had a bull market on crime," said Police Commissioner Howard Safir, who predicted that nearly every police precinct in the city will register declines by year's end. He credited the decrease to increased enforcement against drug and gang activity, quality-of-life violations and smarter deployment of officers under the Compstat strategic anti-crime process.

Boston, too, is crowing about its low murder rate, which is also at its lowest point in 30 years, partially due to its widely heralded anti-youth violence efforts. [See cover story.] "This year — knock on wood — we'll probably have our lowest homicide rate in 25 years," Police Commissioner Paul Evans told LEN earlier this month.

Even New Orleans, which has topped national crime figures for several years, is experiencing a sharp drop in crime, which was down 13 percent in the first six months of 1997 compared to the same period a year earlier. The number of homicides stood at 128 through June, compared to 154 during the same period in 1996, police said, adding that total violent crime had dropped 23 percent.

While New Orleans officials were cautious in declaring victory in the city's vexing war on crime, they credited police efforts and reforms of the troubled Police Department implemented by Police Chief Richard Pennington and Mayor Marc Morial. "These crime statistics...show the city's getting safer," Pennington said in August.

The continued sunny forecast for 1997 came just a few weeks after the FBI released its final tally of 1996 statistics, which showed a fifth consecutive year of declining crime. The bureau reported Oct. 5 that overall crime known to police dropped by 3 percent in 1996, with decreases of 6 percent and 2 percent in violent and property crime, respectively.

The nearly 13.5 million serious crimes reported to authorities in 1996 represented a per-capita rate of 5,079 offenses per 100,000 population, according to the FBI — 13 percent below the 1992 level. The per-capita rate was the lowest recorded since 1989.

All violent-crime categories dropped in 1996 compared with the previous year. Murder was down 9 percent, the FBI reported, with 19,645 homicides reported in 1996. The per-capita murder rate of 7.4 per 100,000 population is the lowest since 1969.

Forcible rape fell by 2 percent, with 95,769 offenses reported, while robbery dropped by 7 percent, to 537,050 offenses. Aggravated assault declined by 6 percent, with over 1 million reported offenses.

Decreases were also reported in all property-crime categories. Burglary fell 4 percent to an estimated 2.5 million reported offenses — the lowest figure in more than 20 years. Larceny-theft declined by 1 percent, with 7.9 million offenses. Motor-vehicle thefts dropped

to their lowest level since 1987, with under 1.4 million reported. A total of 88,887 arsons were reported in 1996, 45 percent of them involving juvenile suspects, the FBI said.

All regions of the nation reported crime declines, except the South, which reported a 1-percent increase. Crime dropped 8 percent in West, 7 percent in the Northeast, and 1 percent in the Midwest.

The nation's 64 cities with populations of 250,000 or more reported an average decrease in serious crime of roughly 5 percent. Violent crime in those cities was down by 7 percent.

Some law enforcement officials contacted by LEN said smarter policing and influxes of personnel and new technology made possible by the Justice Department's Office of Community Oriented Policing Services helped them keep crime in check last year.

Overall crime dropped 10 percent last year in Fresno, Calif., where the Police Department added 100 officers under the COPS grant program and adopted a problem-oriented approach to crime-fighting. Sgt. Gil Hernandez, a police spokesman, added that the department also began deploying violent crime suppression units to crack down on gangs and patrol areas with high rates of violence round the clock, seven days a week.

Hernandez told LEN that a Help Eliminate Auto Theft program run in

conjunction with the California Highway Patrol helped to reduce motor-vehicle thefts by nearly 3,000 reports. The Fresno department also added a K-9 unit and a Skywatch program consisting of three helicopters.

Homicides and aggravated assaults in Fresno both chalked up modest decreases, while rape was up slightly, which Hernandez attributed to increased willingness on the part of victims to report the crime.

Portland, Me., meanwhile, reported a decrease of 2.6 percent in overall crime in 1996. Aggravated and simple assaults rose by 3.2 percent and 2 percent, respectively, which Elaine Ross, manager of the Police Department's Records Division, attributed to an influx of tourists in the summer months.

In a tourist mecca of an even grander scale — Orlando, Fla. — crime increased by nearly 16 percent in 1996, from 20,806 to 24,128 offenses. The increase was felt in nearly all crime categories, said Sgt. Bill Mulloy, pointing out that the weather and the ebb and flow of tourists to the resort area directly affected crime rates. "The weather is our biggest predictor of crime," he noted. "When it's nice, crime goes up. When it's bad, it tends to dry up a little."

Mulloy said the increases also reflect changes in the way the agency reports crime to the Florida Department of Law Enforcement. The changes in-

clude an order for officers to file a report on each call they respond to, regardless of whether arrests were made or charges filed, Mulloy said.

Nonetheless, should any doubting Thomases remain on the question of declining crime, the trend was given further credence by the annual National Crime Victimization Survey, which is based on a sampling of the nation's households. The Bureau of Justice Statistics reported Nov. 15 that the violent-crime rate fell 10 percent in 1996 — and was 16 percent lower than in 1993. Property crime, it added, was down more than 8 percent last year — 17 percent lower than in 1993.

The survey said an estimated 2.7 million completed violent crimes occurred in 1996 for a rate of 12.4 per 1,000 U.S. residents age 12 and older. The survey logged significant declines in several personal crime categories during the 1993-96 period, including attempted rape (44 percent), other sexual assaults (37 percent) and aggravated assault (27 percent).

Steep declines occurred in some property-crime categories for the same three-year period, including household burglary (19 percent), motor-vehicle theft (29 percent) and personal theft (35 percent). "The victimization rates in 1996 are the lowest recorded by the National Crime Victimization Survey since its inception in 1973," said BJS director Jan M. Chaiken.

Fences may make good neighbors, but don't seem to keep neighbors out

The Federal Government last year called for walls separating the U.S. from Mexico to be more aesthetically pleasing, as befits a valued economic trading partner, but the new "fences" kept out neither illegal immigrants, who poured over crossings into California's Imperial Valley desert at a rate of some 600 per day in August, nor ultra-violent drug cartels, who are creating a level of mayhem in Arizona that rivals what Colombian cartels wrought in South Florida during the 1980s.

The good news was that the Immigration and Naturalization Service in 1997 was able to deport 112,000 illegal immigrants, a 62-percent increase over 1996. Some 90,000 others waived deportation hearings and left the country voluntarily, and another 1.3 million were turned back at border crossings. But asked just when the stepped-up enforcement that has been a key component of the INS's policy over the past few years would begin to cut substantially the number of illegal aliens entering the U.S., INS Commissioner Doris Meisner demurred.

"I would not want to speculate on that," she said. "I think the important point is that all the trend lines are in the right direction."

In an effort to make the nation's border policy seem less hostile and more friendly, along the stretch of border along Nogales, Ariz. and Nogales in the Mexican state of Sonora, a 14-foot, salmon-colored wall with inlaid tiles and mesh windows was erected in November.

The idea, said a principal in the Chicago-based architectural firm that won the contract for the \$750,000

project, was to make the wall (which the Government wants to call a fence), impenetrable, yet light, open and airy. Made from steel landing mats used in the Vietnam War 30 years ago, the old wall was so rusted and sharp that Mexican citizens who tried to scale it have lost fingers.

In the San Diego area, a barrier has been constructed that consists of concrete columns spaced inches apart. The wall lets in light, but not people. "It's a little more expensive," said Bill Strassberger, a public affairs officer for the INS, "but it's something that is just as functional and probably a little more appealing to the eye."

But Mexican nationals in other parts of the country last year were not deterred either by salmon-pink fences or rusted chain links. They overran the border in the Imperial Valley area east of San Diego, where 188 Border Patrol agents struggled to cover all or parts of four counties.

"We are the bastard stepchild of Operation Gatekeeper," said one agent, referring to the INS's highly touted border crackdown.

While the INS said last year it was sending reinforcements to that area as quickly as was practical (even closing down some substations on alternate months to help out at California's El Centro sector), a spokesman said the agency's first commitment was to beef up the most heavily trafficked sectors as part of its overall strategy.

Border Patrol Agent Ed D. Adams said that in 1997 the Border Patrol in the El Centro sector was arresting an average of 650 illegal aliens per agent per month, more than in any other sec-

tor in the country.

And the type of aliens, he said, have changed. No longer are they just men looking for agricultural work. Nowadays, said Adams, agents are arresting whole families, with women making up 50 percent of those caught.

Vito Leuci, who is normally in charge of the Border Patrol station in Riverside but was sent out with others to reinforce San Diego and other sectors along the southern border, pointed out that 94 aliens were apprehended on Aug. 8, 1996. On the same day in 1997, 694 were caught. "And this is supposed to be our slow time of the year," he said.

Border Patrol agents had been getting help from U.S. military personnel, but that deployment was challenged, then halted indefinitely, after a patrolling Marine shot and killed a teen-age boy in Redford, Texas.

The 18-year-old victim, Ezequiel Hernandez Jr., a U.S. citizen, was herding goats when he was shot in the torso, reportedly after firing a weapon in the direction of four Marines. Relatives believe Hernandez had taken his gun with him for target practice. Col. Thomas R. Kelly, the deputy commander of Joint Task Force 6 based in El Paso, said the Marine who fired the fatal shot believed Hernandez was targeting a fellow Marine when he shot him.

The incident marked the first time a U.S. soldier had fired on a U.S. citizen since military personnel were deployed along the 2,000-mile border during the 1980s, although it was not the first violent confrontation. In January, a Mexican man was shot and wounded after wandering near the border and trading shots with a Green Beret.

Far more violence is being attributed to trans-border drug trafficking. Some 120 miles north of the border, for example, Phoenix authorities say the Sinaloa Cowboys, one of a loose confederation of Mexican drug-trafficking rings, are responsible for up to 40 percent of the homicides in the metropolitan area over the past two years. The wave of violence is being compared to that which swept over South Florida during the Colombian drug wars.

Among the bloodiest killings by the gang, which gets its name from its home state of Sinaloa and its members' penchant for wearing fancy boots, belt buckles and white hats, was a Mafia-style ambush in October that killed three Sinaloa men and wounded two others. In southwest Phoenix, there were three separate execution-style slayings that involved Sinaloans.

Some say it's just a matter of time before innocent blood is spilled. "Right now everybody's saying, 'Well, they're killing each other. They're not killing us. Why do anything?' Well, stand by," said Phoenix police Sgt. Bob Hopper, an investigator with the department's organized-crime section.

With casualties mounting, and assaults on border agents slowly on the rise, the Border Patrol took at least one significant step to level the playing field when, in March, it upgraded agents' service weapons for the first time in the agency's 73-year history. On the way out are the standard .357-Magnum revolvers, to be replaced by 40-caliber Beretta semiautomatics.

Agents may also be equipped with collapsible steel batons and pepper spray.

An enduring mystery's lessons in crime-scene mishandling

As if the image of 6-year-old JonBenet Ramsey prancing around in high heels and makeup wasn't enough to fuel public speculation about the motive and details behind her brutal murder on Christmas Day 1996, a dearth of information released by authorities, coupled with the refusal of the beauty princess's wealthy parents to cooperate with Boulder police, has helped to make the case one of the nation's most enduring crime mysteries.

As one observer aptly put it, "She's our generation's Lindbergh baby."

After a year of investigation, there are still no indictments in sight. Rivalries between police investigators and prosecutors, it seems, have turned the question from what happened to JonBenet, to what happened to the Boulder Police Department's homicide investigation?

Gone, gone, gone

Consider some of the developments over the past several months:

¶ On Nov. 19, embattled Police Chief Tom Koby announced his resignation, although he said it would be effective in 13 months, in hopes that the case would be solved by then. Koby received a vote of no-confidence from the department's union in June.

¶ Also in November, Comdr. John Eller, the detective who had led the investigation until October, resigned from the department. Eller, who had never handled a homicide before the Ramsey case, was openly looking for another job as far back as June.

¶ Eller had been replaced by Comdr. Mark Beckner, a 19-year veteran who is best known for the role he played in stamping out the city's "Mall Crawl," an impromptu celebration in which thousands of costumed, often drunken Halloween revelers made their way to the Pearl Street Mall.

Beckner is regarded as a tough, task-oriented commander, whose résumé includes work as a watch commander, head of the tactical patrol team, and internal affairs investigator — but no homicide or personal crime investigative experience. Sgt. Tom Wickman, a veteran homicide investigator, will remain in charge of the day-to-day matters in the Ramsey case.

¶ Another sergeant, Larry Mason, is on stress-related medical leave. Mason is suing Eller for \$300,000, claiming his reputation was damaged by leaks to the media when Eller removed him from the case.

¶ The web of close, personal relationships between attorneys for the victim's parents, John and Patsy Ramsey, and the office of long-time District Attorney Alexander M. Hunter has prompted calls for a special prosecutor or the impaneling of a grand jury.

The lead lawyer for John Ramsey is Mike Bynum, a former prosecutor under Hunter. Last spring, Bynum got Hunter's office to reduce the charges against a friend of Ramsey's who allegedly attacked two men he thought were reporters with a baseball bat. The defendant, Jay Elowsky, is co-owner of a restaurant chain along with Bynum



A Boulder police detective walks toward the home of John and Patricia Ramsey in January as investigators continued their search for clues in the death of the couple's 6-year-old daughter, JonBenet, who was found murdered in the basement of the house.

(Wide World Photos)

and Ramsey.

In addition, Hunter and his chief deputy, Bill Wise, are investment partners with another of Ramsey's lawyers, William Gray, in a \$5-million office complex in Boulder.

¶ Relations also broke down between the Boulder Police Department and the District Attorney's office, with police at one point refusing to share DNA test results with Hunter's staff. In October, Koby pulled detectives from the so-called "war room" office they were sharing with prosecutors. One of several reasons the untraditional arrangement finally unraveled, said Koby, was a disagreement between Hunter and himself over how to "approach all possible suspects" — in other words, the Ramseys.



From the word go

Many observers, both in and out of law enforcement, believe the investigation was in trouble right from the start. They bolster this belief by citing the department's inexperience in handling homicides; the kid-glove treatment of the Ramseys, one of the city's wealthiest and most influential families; the trampling of the crime scene by police and friends of the Ramseys, who were allowed to wander around the couple's Tudor-style house for hours; and the handling of JonBenet's strangled and sexually-assaulted body by her father, who found it within minutes of police asking to search his home. A blanket thrown over the victim by Det. Linda Arndt, one of the first investigators on the scene, further contaminated any evidence police might have gathered.

The case began on Dec. 26, 1996, when Patsy Ramsey called 911 at 6 A.M. to report her daughter kidnapped. The 370-word handwritten note that Ramsey said she found demanded a ransom of \$118,000 — exactly the amount that John Ramsey, owner of Access Graphics, had received as a bonus that year. The note contained other personal information, such as a reference to where Ramsey had been stationed when he served in the U.S. Navy, as well as a variety of lines from recent techno-thriller films. "Don't try to grow a brain, John," it said, quoting from the film "Speed." Other lines were apparently copies from the movies "Ransom" and "Dirty Harry."

After police had been in the home for more than seven hours, an officer suggested the house be searched Unescorted by police. John Ramsey came back within minutes from a cellar room, carrying his daughter's body. In an attempt to calm the family, Detective Arndt, a sex crimes investigator, covered the victim with a blanket, possibly destroying valuable evidence.

An autopsy found the child had been killed by a massive blow to the head that fractured her skull from front to back. She had also been strangled with a garrote made from a nylon cord and a paintbrush. The brush was later determined to have come from Patsy Ramsey's art supplies. While there is evidence that JonBenet was sexually assaulted before her murder, experts disagree as to whether there was long-term sexual abuse.

Convicted pedophiles in the area have been seen as possible suspects, although with no signs of forced entry into the house, suspicions have centered on the Ramseys. Said Gregg McCrary, a retired profiler for the FBI: "Statistically, it is a 12-to-1 probability that it's a family member or a caregiver. The younger the child is, the less they run in wide social circles."

Circling the wagons

But the Ramseys, who have since moved to Atlanta, immediately sur-

rounded themselves with lawyers, public relations professionals, and private investigators, and refused for four months to submit to a formal police interview. McCrary found the stonewalling curious. "Typically, it is not difficult to get parents to come down to the station for an interview; it is hard to get them out," he said. "Typically, they are down there, banging on the desk, saying 'What are you doing?'"

With so little information being released, the case became a staple of tabloid newspapers, which went so far as to publish the victim's autopsy photos and the text of the ransom note.

Formal interviews with the couple were eventually conducted in April. In November, a New York City defense lawyer, Darnay Hoffman, filed a legal action to compel Hunter to prosecute Patsy Ramsey for writing the ransom note. If Hunter refuses, Hoffman argued, a special prosecutor should be appointed — although special prosecutors are rare in Colorado.

Patsy Ramsey has had to submit five examples of her handwriting. While her husband has been ruled out as the note's author, Mrs. Ramsey has not yet been excluded. Handwriting experts are divided over the authorship of the note.

But as the first anniversary of the mystery passed, prosecutors conceded that they still did not have a case ready for presentation.



Comdr. Mark Beckner, a 19-year Boulder Police Department veteran who is now the man on the hot seat as lead investigator in the murder of beauty princess JonBenet Ramsey.

Life of mystery ends in an unanswered question

"What's his name? Conundrum?"

This was more than just a witty play on the unfamiliar pronunciation of serial killer Andrew Cunanan's last name by a member of South Florida's gay community. It summed up just what an enigma the 27-year-old Californian was, not only to the public, but to the local, state, and Federal law enforcement agencies that tracked his murderous trail for five months last year.

The end of the road came for Cunanan in Miami, where he hid out in a houseboat after pumping two bullets into the head of international fashion designer Gianni Versace on July 15. For months, he had been on the FBI's 10-Most Wanted List and was the subject of one of the most extensive manhunts in U.S. history.

Then, at 4 P.M. on July 23, a caretaker reported shots fired at him by a man matching Cunanan's description. Over 100 police and FBI agents descended on the blue, two-story houseboat, closing off Collins Avenue for several blocks. After a four-hour stand-off, SWAT team members carrying rifles and protective shields entered the dwelling. Reports began to emerge that they had found a body. Cunanan died of a self-inflicted handgun wound; a .40-caliber weapon believed to have been used in his killing spree was found near the body.

To even his closest friends, Cunanan's life was a mystery. To some he said he came from a wealthy Jewish family. Others were shown pictures of a woman and child he described as his ex-wife and daughter. He could look preppy or alluring, and his half-Filipino

heritage reminded some of the actor Keanu Reeves. He even used a false name, Andrew DeSilva. He is described by friends and acquaintances as bright, well informed, politically astute, and something of a snob.

But never, said those interviewed by the media and law enforcement, did they see signs that Cunanan was capable of the kind of merciless brutality he showed his five victims.

Cunanan grew up in San Diego and attended the prestigious Bishop's School. Openly homosexual since high school, he lived lavishly without seeming to work, and was apparently supported by older gay men. His mother, Mary Anne Cunanan, described her son as "a high-class homosexual prostitute." Though he often had no job, investigators said that Cunanan often handled large sums of money, moving \$75,000 in and out of bank accounts in the first few months of this year alone.

Cunanan's cross-country killing spree began in April when, instead of moving to San Francisco, he bought a one-way ticket to Minneapolis.

The first bodies, those of Jeffrey Trail, 28, and David Madsen, 33, were found within days of each other. Trail, a former Navy lieutenant, was found on April 29 wrapped in a rug in Madsen's apartment, bludgeoned to death with a claw hammer.

On May 3, two fishermen stumbled across Madsen's body near a lake north of Minneapolis. Madsen, a well-respected architect who had disappeared with Cunanan after Trail's death, had been shot twice in the back and once in the head with a .40-caliber pistol. An open box of .40-caliber shells was found in a bag that bore Cunanan's name. It was the first of many clues he would leave for police.

Leaving a clear trail of evidence was just one of the ways Cunanan seemed to confound, even taunt, the efforts of investigators and serial-killer profilers to nail him. Police were stymied by an inability to link fingerprints found at the various crime scenes. Many were smudged, and they lacked a set of reference prints for Cunanan, who had never been arrested.

And Cunanan, said forensic psychiatrist Park Dietz, was not "stupid." His crimes took "more planning than the average criminal is capable of."

Unlike most serial killers, Cunanan's modus operandi and choice of victims were changeable. Some victims, like Madsen and Trail, were former friends and lovers; others seemed to have no ties to Cunanan. They were killed differently and with a variety of weapons — a gun, a hammer, a saw. Experts said Cunanan displayed the characteristics of both a serial killer and a spree killer. "Sometimes he kills rapidly, other times with great deliberation, it seems," said William Tafuya, a former FBI profiler.

One of those whom he murdered in a deliberate, tortured fashion was Chicago real estate tycoon Lee Miglin. Police found the 72-year-old developer in the garage, his body riddled with shallow stab wounds and his head wrapped in tape. His throat had been slashed with a gardener's bow saw.

Two days later, police found Madsen's red Jeep Cherokee abandoned 55 yards from Miglin's Gold Coast home, the developer's green Lexus was gone.

Cunanan next surfaced in New Jersey, where police believe he shot and

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WatchOut! and Beware: Cunanan



WANTED BY THE FBI

THE CRIME Andrew Phillip Cunanan has been charged with the murder of David Madison in Chicago County, Minnesota. Authorities believe another victim is Madison's son, Christopher. Several days ago, authorities discovered the body slumped on a street near Chicago, Illinois authorities were investigating a murder. Traces were made from this crime scene was the victim's 1994 Lexus, which later turned up in a cemetery parking lot in Bensenville, New Jersey.

A screen shot of the Internet site Pride Media (above) alerts browsers to be on the lookout for Andrew Cunanan, the suspected killer of fashion designer Gianni Versace and four other men. Other Web sites that cater to gays posted similar alerts. Below, traffic returns to normal along Collins Blvd. in Miami Beach on July 24, in front of the houseboat where, the night before, police found the body of Cunanan, an apparent suicide.

(Wide World Photo)

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killed 45-year-old William Reese, a caretaker at Finn's Point National Cemetery in Salem County, and stole his red Chevy pickup. Reese's wife had called police when he had failed to come home on May 9. Police found Miglin's Lexus nearby. An all-points bulletin was issued by the FBI, and on June 12, Cunanan was placed on the bureau's most-wanted fugitive list.

In the weeks prior to Versace's murder, officials in South Florida received numerous calls placing Cunanan, who had twice been featured on "America's Most Wanted," in the area. The 50-year-old Versace was returning home to his South Beach mansion from buying magazines when he was shot twice in the head with a .40-caliber pistol. The gunman then fled down the street and into a parking garage. Police found Reese's pickup truck there, and inside the vehicle, some powerful evidence — including Cunanan's passport and a Bank of America check with his imprint.

After the Versace slaying, the case seemed to take on a "Where's Waldo?" quality, with police receiving thousands of tips from people who swore they saw Cunanan in places as outlandish as a field of okra in Arkansas. It was thought that the suspect might have been masquerading as a woman, prompting a call from Fort Lauderdale about Cunanan wearing a peach dress and shopping in a Publix supermarket.

One of the problems police encountered was that so many people in Miami bore the same description as Cunanan — brown hair, 5 feet 10 inches, olive skin. His looks could easily pass for Hispanic, said one Miami woman.

But the Versace killing drove Cunanan inside, authorities said. Before the murder, he had been bold in his



comings and goings, even though he had been one of the FBI's 10 Most Wanted for weeks. "He was a very visible person, not a shut-in," said FBI deputy director William J. Esposito.

Authorities believe Cunanan spent the last nine days of his life in Miami Beach, some of them aboard the houseboat owned by Torsten Reineck, a German citizen who owns a gay health spa in Nevada.

Cunanan's seclusion, his murder trail and, eventually, his life, came to

an end when Fernando Carreira, the houseboat's caretaker, stumbled upon him. As the police assault team converged, Cunanan used the same type of handgun he used on three of his victims to fatally shoot himself through the mouth. And in the aftermath, while there was a near-universal sigh of relief that the murder spree was over, there were still those who regretted that Cunanan had not been taken alive, if only to answer the remaining question: "Why?"

Beat your spouse, lose your job

In the past decade, law enforcement has undergone a sea change in the way it handles domestic-violence cases, gradually moving away from an "it's-none-of-our-business" attitude to carrying out aggressive enforcement policies in which mandatory arrests of accused abusers are now commonplace.

But police officers who themselves commit domestic violence offenses are now coming under wide — and possibly job-threatening — scrutiny in the wake of a 1996 Federal law that bars anyone, including police and military personnel, from carrying firearms if they have misdemeanor convictions for domestic violence.

The law prompted a firestorm of protest from law enforcement groups, including the National Fraternal Order of Police, which filed one of several lawsuits challenging the constitutionality of the statute.

"This issue is causing more chaos than almost anything I've ever seen in law enforcement," said Beth Weaver, a spokeswoman for the National Association of Police Organizations, which alerted many police agencies about the law's ramifications.

To ensure compliance with the law, police agencies were forced to conduct time-consuming background checks of their personnel — and in some cases, officers found to have past misdemeanor convictions lost their jobs.

Critics of the Domestic Violence Offender Gun Ban, which was sponsored by Senator Frank Lautenberg (D.-N.J.) and passed by Congress in September 1996, say it is too broad and unfairly penalizes those who may have successfully confronted their problems. On the other hand, the ban's supporters oppose any exemption for law enforcement, saying police officers must be held accountable when they commit domestic-violence offenses. They add that easy access to firearms can cause a domestic squabble to escalate to homicide.

Congress is now considering several proposals that would amend the law to soften its impact on police. NAPO and other groups are lobbying for passage of a bill sponsored by Representative Bart Stupak (D.-Mich.) that would partially reinstate the exemption provided for law enforcement under the 1968 Gun Control Act by providing an "official use" exception for on-duty police officers and the military.

Another proposal, introduced by Representative Bob Barr (R.-Ga.) and backed by the FOP, would have the ban apply only to convictions after the law's date of enactment. If approved, the change effectively would address concerns that the gun ban as it is written violates the Constitution's ban on ex post facto laws.

"Domestic violence is a serious problem, but this law is not an effective means of fighting it," Barr said in a statement to mark the Lautenberg law's Sept. 30

anniversary. "If states are really going to fight this menace, then they must treat it seriously by charging people who strike their spouses with felonies. When someone is convicted of a felony, they will, by law, lose their right to own a gun and are much more likely to see time behind bars, which is where they belong."

Critics of Barr's proposal note he was responsible for deleting the "official use" exception from the Lautenberg legislation in the first place. "Too little, too late," is how NAPO executive director Robert Scully characterized Barr's proposal earlier this year.

Some police organizations are going a step further, lining up with gun-rights groups to support a proposal by Representative Helen Chenoweth (R.-Idaho) that would repeal the ban all together. At least 34 members of Congress have co-sponsored the bill, some of whom recently signed a letter to Representative Henry Hyde (R.-Ill.), the Judiciary Committee chairman, and Bill McCollum (R. Fla.), who chairs its subcommittee on crime, urging them to conduct a public hearing on the bill.

"Many police departments require officers to charge both parties in a domestic dispute, even if there is no sign of violence and neither party wants to press charges," they wrote. "Some of these cases are uncontested, with both parties paying a simple misdemeanor fine in order to put the incident behind them."

Congress had taken no action on the issue by year's end, but is expected to take up the matter when it reconvenes in January. In the meantime, police agencies are continuing to ferret out officers who are subject to the law, many of whom are being forced to quit or are being reassigned to desk jobs.

The Denver Police Department is one of many agencies that found themselves scrambling this year to comply with the law. In an interview with Law Enforcement News last February, Lieut. John W. Lamb, who heads the agency's civil liability bureau, said DPD officials had determined that a police officer and a detective fell under the law's provisions.

The pair were served with a written order barring them from carrying guns or ammunition in "in any capacity, on or off duty, until further notice," Lamb said. "We're not going to rush to separate these officers from the organization," he added. "But the department has no unarmed positions, so if this law is not changed, it will be career-ending for those affected by it. If you can't carry a gun, you can't do your job."

Even the Bureau of Alcohol, Tobacco and Firearms, which will enforce the law even though officials have warned that the agency might not have the personnel to do so, is not immune, with about a dozen ATF agents having been forced to give up their weapons to comply with the measure.

Integrated approaches to a tough, ill-reported problem

They've gained widespread approval in the past year, but do 911-linked cell phones, pendant alarms and other high-tech devices designed to save the lives of domestic-violence victims actually do that? It appears the jury is still out, with all evidence pointing that way at best anecdotal, and few if any hard figures to support claims.

In light of this — and studies released in 1997 that show the problem to be both more intractable and less reported than previously believed — many police departments responded last year with a fully integrated approach that included social workers, prosecutors and victims' advocates.

¶ Hit your wife, hit your kid, hit your girlfriend, you're going to be arrested. That's the new motto of the Phoenix Police Department. Taking a lesson from the San Diego Police Department and its holistic approach to domestic violence, the PPD last year created a detail of 14 detectives to screen reports and work with city and county prosecutors to help both victims and suspects.

¶ Mesa, Ariz., established the Mesa Center Against Family Violence, which houses state Child Protective Services workers, doctors specializing in the detection of abuse, and sexual assault experts. Interviews are held in a room made as comfortable as possible, but with audio and video recorders in the ceiling so evidence is already on tape in case the victim later balks at testifying.

¶ Working under a policy of preferred-arrest with probable cause, the 18 detectives assigned to Nashville's Domestic Violence Division are experts at assessing the severity of the situation, even if there are no records or apparent history of abuse, says Capt. Shirley Davis, the division's commander. The integrated approach includes prosecutors, courts, the Davidson County Sheriff's Department and social service agencies. The unit made 904 arrests in 1996.

Even so, studies released in 1997 found domestic violence to be seriously underreported, and some police efforts to be ineffective in curtailing domestic homicide.

Nearly half of the nation's 1.4 mil-

lion victims of violence or suspected violence, according to a Justice Department report in August, were hurt in 1994 by someone they knew. Of these, 17 percent suffered injuries at the hands of current and former boyfriends or girlfriends, spouses or ex-spouses, with women eight times more likely than men to fall into this category.

The study's estimates of violent crimes were four times higher than figures from the National Crime Victimization Survey.

Researchers from the New York City Department of Health, meanwhile, released a study last year which found that "on-the-street police strength" in New York made no difference when the majority of women killed by domestic violence from 1984 to 1994 were murdered in their own homes.

Confirming a long-held belief by family violence and criminal justice experts, the study reported that more women were killed by husbands and boyfriends than in the course of robberies, random attacks or where the relationship between killer and victim is known.

Many domestic violence victims find a small measure of comfort in electronic devices that can put them in touch with police in an instant. Unfortunately, silent alarms and the like come in limited supply. Only so many cell phones that connect directly to 911 are available with donations from the private sector — often only 10 phones and 15 pendants at a time are distributed this way. And when it falls to local governments to make up the difference, the tab can add up quickly. ADT, the private-security company that pioneered the pendant alarm, estimates program costs at \$50,000 per community over five years, and that's just with 15 alarms in circulation. A key reason why Los Angeles County does not offer the devices is concern about supply, said the prosecutor in charge of the district's attorney's family violence unit.

While electronic gadgets may keep some victims safer, they don't do much to protect the law enforcement officers who respond to domestic violence calls. In 1997, like most years, a number of police and sheriff's personnel were killed or injured on such calls.

¶ The town of Sharpsburg, N.C.,

was grief stricken following the July shooting death of popular Police Chief Wayne Hathaway. Hathaway, 47, was shot in the head when he answered a domestic-violence call at the home of Gloria Nicholson. Her husband, Abner, was arrested for shooting Hathaway at point-blank range. Hathaway never removed his gun from his holster, said Wilson County Sheriff Wayne Gay.

¶ Butte County, Calif., Sheriff's Deputy Randal Jennings, 38, was shot to death by a domestic-violence suspect in May. Also in California, Glendale police investigator Charles "Chuck" Lazzaretto, was shot to death when ambushed by a suspected batterer. More than 2,000 fellow officers attended his June 2 funeral.

Unfortunately, while most officers serve and protect others, there were also those last year who victimized their own wives and girlfriends. Around the nation, there was case after case of police officers beating, shooting and hurting their spouses and domestic partners:

¶ Portland, Ore., Police Officer Steven B. Gomez, 31, was indicted Feb. 25 on assault charges for allegedly shooting his wife in the buttocks with a 12-gauge shotgun.

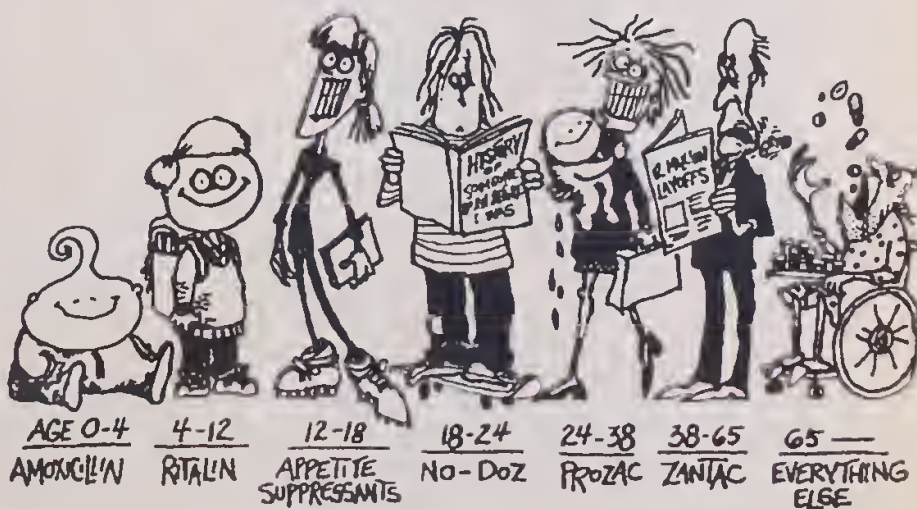
¶ Michael Stacy, 28, an Eliot, Me., police officer, resigned from the force March 10 after being charged with assaulting his wife.

¶ New Jersey State Trooper Larry Honey, 36, was jailed and suspended in March on charges of criminal trespass and making terroristic threats toward his estranged wife. Honey is also charged with assaulting her in 1994 and breaking her arm.

¶ New York City Police Officer Rodney Dilbert fatally shot his former girlfriend, Bliss Verdon, on June 10, then turned his weapon on himself. Verdon had previously filed a complaint of aggravated harassment against Dilbert.

¶ Montgomery Township, Pa., Police Officer Angelo Collazo was charged Aug. 11 with setting fire to his girlfriend, a 24-year-old police dispatcher, as he tried to burn a pile of her clothes on his front lawn. The victim, Maurcen Patenaude, was listed in critical condition with second- and third-degree burns over 50 percent of her body.

DRUG-FREE AMERICA



Believe it or not: Juvenile violence is down

With incidents such as the pair of recent homicidal rampages committed by high school students in West Paducah, Ky., and Pearl, Miss., still freshly seared into the nation's consciousness, it may be hard to believe that the nation's youths are committing fewer violent crimes.

But that's exactly what's happening, according to the Justice Department, which released figures in October showing that arrests of teen-agers for violent crime dipped by nearly 10 percent in 1996 — the steepest drop in more than 15 years.

The decline, which followed a 2.9-percent decrease in 1995, makes for a juvenile arrest rate for violent crimes of 464.7 per 100,000 population, down from 511.9 in 1995 and 527.4 in 1994, according to the FBI. In 1987, the rate was 311.3 per 100,000 population, the start of a steady rise in subsequent years.

Arrests for murder also fell in 1996, by 10.7 percent — the third consecutive decline, after juvenile arrest rates for murder had zoomed 169 percent between 1984 and 1993. [Fewer, too,

are becoming murder victims, according to a report last fall by the National Center for Health Statistics and the Children's Defense Fund, which found that the number of children and teen-agers killed by guns dropped in 1995 for the first time in more than a decade.]

Attorney General Janet Reno said she believes the latest figures show a trend of declining crime rates among teen-age offenders. Handing some of the credit to police efforts to stem juvenile crime, Reno said the figures made her a believer in the notion that the nationwide plunge in all categories of crime is a trend that can be sustained. "This drop, I think, is real now," she said. "I don't think we can talk about it as a blip."

"The President's crime plan has provided more money and tougher laws," Reno added, "and communities across America and their police, their prosecutors, mentors in the community and young people themselves are working harder than ever to keep young people on the right track, to give them opportunity and

to provide punishment and intervention when they stray."

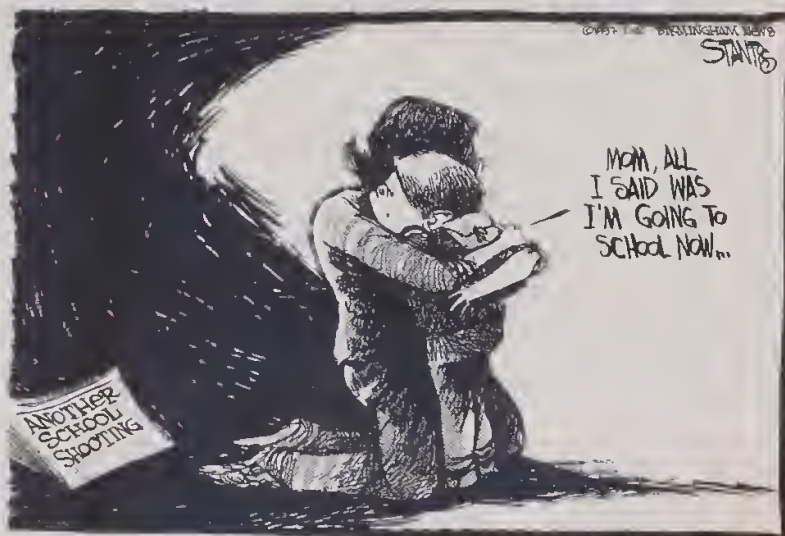
Credit for All

Jack Levin, director of the Program for the Study of Violence at Northwestern University, said a number of factors play into the decline. "Everybody deserves credit because there's been a cultural revolution," he said. "It's not any one policy. We're putting violent kids in prison, putting at-risk kids in programs, finding after-school and summer jobs, forming partnerships between the police and community,

and 1:30 P.M. They are fined for loitering, but the fine is waived if they attend school for 60 consecutive days.

One benefit of the program, according to Det. Ben Gonzalez, who coordinates the program out of the LAPD's Juvenile Division, is that it frees officers to answer calls for service during the day because they no longer have to spend hours transporting truants back to school.

Among the cities instituting anti-truancy programs last year was Hartford, Conn., where three officers work with six school attendance workers by cruising the city during school hours



taking guns off the street. Reno deserves credit for firmly planting the idea in the minds of Americans that they have to respond to youth violence."

Plenty of evidence could be proffered during 1997 to show that police were taking a more proactive role in their dealings with youths, from enforcing long-forgotten truancy laws and more recently enacted curfews to building positive relations with children by serving as school resource officers or getting involved in after-school programs.

Curfews, which have been implemented in more than 300 U.S. cities since the early 1990s, have been praised as an effective method of juvenile crime prevention, and recent successes in cities such as New Orleans have prompted other localities to adopt ordinances aiming to keep youths off the streets at night. Such efforts must still pass judicial muster, as was the case earlier this year when a U.S. appeals court struck down a San Diego curfew law on grounds that it was unconstitutionally vague, infringing on parental rights and prohibited teen-agers from participating in activities protected by the First Amendment. In the wake of the ruling, scores of California cities re-evaluated their curfew ordinances.

L.A. Shows the Way

Most juvenile crime occurs during the after-school and early evening hours, a fact that was borne out in a recent report. FBI data show that violent juvenile crime triples from 3 P.M. to 4 P.M., the hour immediately after most schools dismiss students for the day, and between 1 P.M. and 2 P.M., when most schools are still in session, said the study by the National Center on Juvenile Justice and the U.S. Office for Juvenile Justice and Delinquency Prevention.

In light of this fact, an increasing number of agencies are beefing up anti-truancy efforts. Many are looking to a promising two-year-old truancy enforcement program in Los Angeles that was credited this year with helping bring about a 27-percent reduction in daytime crime and a 20-percent drop in juvenile arrests — and improving attendance at city schools.

Under the program, police issue traffic citations to students they find loitering off campus without an excuse between 8:30 A.M.

to look for students who should be in school. Officers go as far as to rouse students still sleeping at home after the morning bell, and warn parents that they can face criminal charges for failing to ensure their children go to school.

The practice of police departments assigning officers to local schools has drawn criticism in some areas, as parents complain that a police presence "criminalizes" students and lends a prison-like atmosphere to schools. That was the case in Denver last fall when the Police Department decided against assigning an officer to a middle school in a gang-plagued neighborhood after parents objected.

Still, that argument has deterred few school districts from bringing police into their facilities. Last spring, Ocean County, N.J., officials launched a new Zero Drugs and Weapons program that targeted middle and high schools and included unannounced searches and home visits. Officials in Arlington, Texas, said breath tests will be administered to students who wish to attend senior proms. Beginning in the 1998-99 school year, students in Norfolk, Neb., will be subject to alcohol and drug tests, provided that their parents consent. And the New York City Board of Education approved a new set of offenses for which students can be expelled, including possession of firearms and other weapons like box-cutters, possession of a controlled substance or using force to injure school personnel.

School-assigned police also play a big role in the Boston Gun Project, which has had a tremendous effect on reducing youth violence and gang involvement. [See story, Page 1.] Many jurisdictions are now looking to emulate Boston's achievement, which came about through a mix of heavy enforcement and social-service initiatives.

In Los Angeles, the fight against gangs took a more strong-armed approach in November when sheriff's deputies began warning parents that they could go to jail if they fail to take responsibility for their children. Targeting the homes of young probationers, armed deputies surrounded each location and issued the warnings to parents, along with information on how to obtain social services and other assistance.

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1997: One bump after another for the FBI

This year proved a rocky one for the Federal Bureau of Investigation, with the nation's premier law enforcement agency caught in the cross hairs of several controversies, including an investigation of claims by a former agent that the bureau's vaunted crime laboratory produced shoddy and unreliable results that may have resulted in cases being stacked in favor of prosecutors.

The bureau also weathered continuing fallout from the lethal standoff in 1993 between Federal agents and the family of white separatist Randy Weaver near Ruby Ridge, Idaho, an incident that had already led to a shakeup of the FBI's upper echelon and major changes in its use-of-force policies.

FBI sharpshooter Lon Horiuchi is awaiting a decision — expected next month — on whether he will stand trial for manslaughter in the shooting death of Weaver's wife. In August, the Justice Department concluded that there was insufficient evidence to charge Larry Potts, the FBI's former No. 2 official, with obstructing an investigation into whether he approved an order that allowed agents to use excessive force to end the standoff.

FBI-bashers also needled the bureau over its failures to apprehend suspects in last year's bombing during the Atlanta Olympics and the 1995 bombing of a U.S. troop base in Saudi Arabia that killed 19 soldiers.

At year's end, even Director Louis Freeh found himself personally caught up in the FBI's year-long difficulties, although for reasons that had less to do with law enforcement than with politics. Speculation arose that Freeh's uneasy relations with the Clinton Administration over his insistence that Attorney General Janet Reno appoint a special prosecutor to investigate campaign fund-raising would lead to his resignation.

Freeh downplayed such talk, telling USA Today in December that he would serve "as long as I can be effective in the job," although he added cryptically that "no director has finished a 10-year term." President Clinton appointed Freeh in 1993.

The crime-lab controversy began

over two years ago when FBI agent Frederic Whitehurst alleged that sloppy conditions in the lab made evidence ripe for contamination, that employees received inadequate training, and that lab results were skewed to aid prosecutions.

The unit has played a key role in the successful prosecutions of defendants in several recent high-profile

particularly those in which testimony from FBI lab technicians was used.

[By year's end, Gorelick's dire prediction had not come to pass. In September, nearly six months after the I-G issued his report, Justice Department officials said they knew of only 16 cases in which defendants were challenging their convictions on grounds that the

management and the scientific qualifications of agents in the lab's explosives unit, recommending that only trained scientists be assigned to work there. Bromwich noted that FBI managers had failed in repeated attempts since 1989 to root out problems in the lab identified by Whitehurst and others. He singled out four retired FBI lab execu-

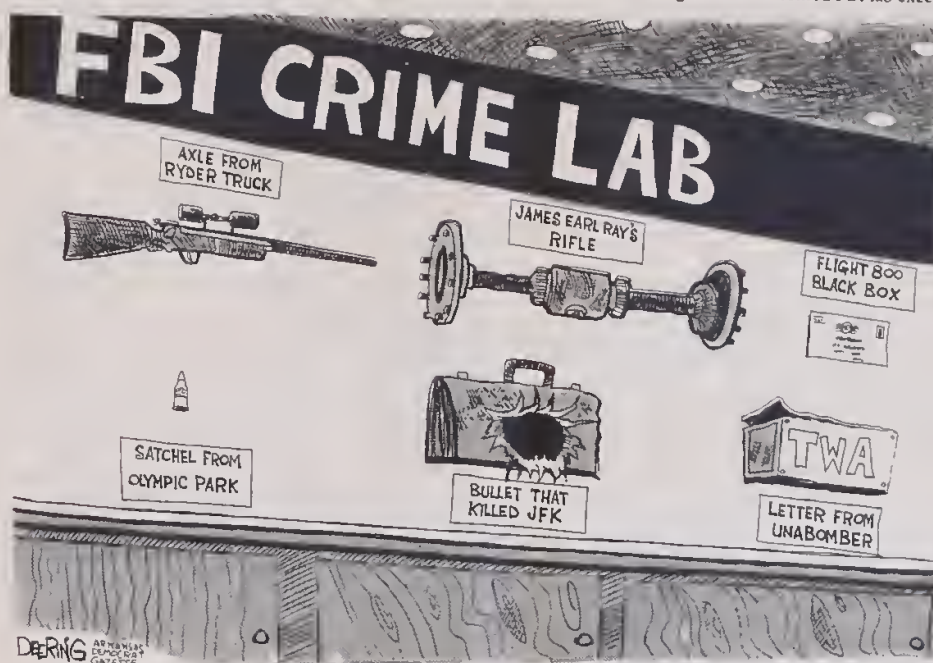
In October, the bureau drew fire once again for the choice of a physicist with no forensic experience to head the crime lab, as some members of Congress charged that the FBI had reneged on a written promise to choose a new director with both an "outstanding academic and practical background in forensic science."

The lab director-designate, Donald Kerr Jr., who headed the Los Alamos National Laboratory in New Mexico from 1979 to 1985, took the attacks in stride, saying, "When you scratch at forensic science, you find chemists, metallurgists, biologists and other disciplines applying their scientific skills to forensic examinations."

Last month, the DNA analysis section of the lab came under fire, this time from the National Association of Criminal Defense Lawyers, which lobbed a set of allegations that closely mirrored those earlier hurled by Whitehurst. The claims shortly after the FBI announced that its DNA lab had achieved a major breakthrough in its ability to link a genetic specimen with a specific individual.

While 1997 was a year that the FBI is likely to want to put behind it, the bureau had some achievements in forensic science and identification that were worth crowing about. This month it unveiled a national registry called the National DNA Index System, which is designed to serve as a repository for the genetic profiles of 75,000 convicted felons. The new registry, which is being tested in eight states, will be linked to data from the Combined DNA Index System currently operating in 36 states.

In addition, the bureau's massive efforts to upgrade its criminal records and fingerprint identification systems were said to be moving along on schedule, after extensive delays that caused initial cost estimates to zoom. The overhaul of the National Crime Information Center and the integration of digital-imaging technology into its fingerprint records division are now due to be completed in July 1999, about two years late. The final price tag for the dual projects, which were initially expected to cost about \$600 million, now stands at nearly \$800 million.



cases, including the terrorist bombing of the World Trade Center in New York that killed six people in 1993; the bombing of the Federal building in Oklahoma City that killed 168 people in 1995, and the mail-bomb murder of a Federal judge in Alabama in 1992.

The Justice Department's Inspector General, Michael Bromwich, launched an investigation in 1996 into the whistle-blower's claims. Last February, then-Deputy Attorney General Jamie S. Gorelick set off alarm bells when she warned that as many as 50 criminal cases could be affected by irregularities uncovered in the initial probe, and that the number could go even higher. Worried prosecutors nationwide ordered reviews of previous cases, par-

lab's analysis of evidence was faulty or that testimony by lab employees was inaccurate.]

Bromwich's investigation found evidence to back some of Whitehurst's claims. In a 500-page report made public April 15, Bromwich concluded that the investigation found "serious deficiencies" first brought to attention by Whitehurst, but added that they were "a far cry" from the agent's most serious claims of perjury and evidence-fabrication. The report cited at least two instances where inaccurate or scientifically flawed testimony by lab agents "tilted in such a way as to incriminate the defendants."

The I-G's report did not clear the facility entirely. Bromwich criticized its

tives for the brunt of the criticism.

Bromwich also recommended censure, transfer and other discipline for five agents, including Whitehurst, whom he said should be transferred from the lab because his "overstated" and "incendiary" claims had worsened relations with his colleagues.

FBI officials acknowledged the problems, admitting they should never have been allowed to fester in the first place, and agreed with nearly all of Bromwich's recommendations. "There was a clear and serious failing in not adequately detecting these problems, and, in many instances, not moving swiftly enough to resolve them. Even one problem is too many," said FBI Deputy Director William Esposto.

Republic of Texas: Less rebels than legal menace

Hoping to avoid a third strike after Ruby Ridge and Waco, Federal authorities this year stayed on the perimeter of an armed confrontation with the anti-government group known as the Republic of Texas, leaving matters in the hands of some 300 state troopers and Texas Rangers who managed to end a week-long siege peacefully.

Law enforcement sources cited by USA TODAY in its coverage of the episode referred to "Weaver fever," a hesitancy by authorities to uproot entrenched right-wing groups for fear of stirring up dangerous, anti-government sentiment.

An aggressive stance, such as was taken against Randy Weaver at Ruby Ridge and the Branch Davidians in Waco, "created the militia movement as we know it today," said Richard Boudouin, of Klanwatch, an organization that tracks such groups.

On April 27, Richard McLaren, the Republic of Texas leader, engaged in

a standoff with authorities from his hideout in the Davis Mountains. The incident began when two members of the Republic of Texas group were arrested by police. The group retaliated by shooting their way into the home of Joe Rowe and his wife, Margaret Ann, and holding them hostage for 12 hours. Rowe, with whom McLaren had had a property dispute, received a superficial wound to his shoulder. They were released when authorities broke with traditional tactics and negotiated a prisoner exchange.

McLaren's group believes that Texas was illegally annexed by the United States in 1845. Members demanded a referendum on Texas independence and threatened violence if authorities tried to arrest their leader.

State officials said the group passed as much as \$3 million in worthless Republic of Texas checks to buy expensive office equipment. McLaren and six members of his group face Federal con-

spiracy and fraud charges for the issuance of more than \$1.8 billion in bogus financial instruments.

McLaren, 43, a Missouri native, was said to have been broadly disliked in the town of Fort Davis, Tex., where for 14 years he had filed false liens against neighbors, forcing them to give up money and land in exchange for him dropping the bogus suits.

But many residents, however, were nearly as angry with the authorities as they were with McLaren. For months, they claim, he had been allowed to remain at his headquarters, hiding out after a Pecos judge issued a civil contempt-of-court citation. Police had also declined to arrest McLaren on an earlier burglary warrant.

And while neighbors may have considered him less a rebel and more a legal menace, McLaren's cohorts, according to some townsfolk, were more than willing to go out with guns blazing.

Oddly enough, the same man who

precipitated the incident eventually helped signal its end. Robert Scheidt, one of two members whose arrest on weapons charges prompted the group's action, was the prisoner exchanged for the Rowes. When he came out with his hands up on the sixth day, authorities said they were encouraged that negotiations would end the siege. A day earlier, police cut the power lines to the Republic of Texas's "embassy," and delivered a surrender ultimatum.

Authorities were anxious for the siege to end because the West Texas site was becoming a magnet for other militia types. Seven heavily armed men were detained 70 miles away at a truck stop in Pecos. Three of them carried Republic of Texas membership cards, and at least some said they were headed to Fort Davis. Two men carrying a semiautomatic rifle and Republic literature were also stopped.

Not much is known about the other Republic of Texas members who fol-

lowed McLaren into the standoff. One man, Mike Matson, 48, was killed by police after he and another member, 21-year-old Richard Keyes, escaped into the Davis Mountains during a sensitive stage in the negotiations.

McLaren and a top lieutenant, Richard Otto, were convicted Oct. 31 of plotting the abduction of the Rowes and face up to life in prison and a \$10,000 fine. Gregg and Karen Paulson were indicted on a single felony charge in June of organized criminal activity. Prosecutors claim McLaren used the Republic of Texas and its anti-government stance merely as a ruse to commit fraud.

However true that assessment of McLaren's group may be, the director of Klanwatch, Joe Roy, said that what remains of the militia movement in the wake of the Oklahoma City bombing are "true believers," isolated from the political mainstream and committed to an extreme, anti-government position.

Taking a few megabytes out of crime

Whether it was laptops in the squad car, Web sites at the station house, faster access to data bases for the Feds or interactive crime-stopper booths at local shopping malls, computers in law enforcement were a dominant theme in 1997.

Better policing through microchips caught on in jurisdictions from coast to coast, as departments spent enormous sums of money to outfit their vehicles with the latest high-tech computer equipment.

¶ One-hundred-and-twenty laptops especially designed for the wear-and-tear of life inside a squad car were ordered last year by the Philadelphia Police Department. The PCMobile laptops are said to be able to withstand everything from spilled coffee on their keyboards to a .22-caliber bullet. The department hopes to have 800 of the laptops installed in the next two years, with help from a \$2-million Federal grant to cover the hefty price of \$4,200 per unit.

¶ The Pueblo, Co. Police Department ordered 60 laptops in July. The computers will give officers access to background information on cars pulled over on traffic stops.

¶ In Charlotte-Mecklenburg County, N.C., laptops will provide instantaneous information to more than 460 cruisers. Officers can

retrieve criminal warrants, motor-vehicle records, and other information from a variety of data bases before they even approach a house, vehicle or suspect.

¶ Not to be left out, Honolulu police will not only have a new radio system, but also mobile crime computers in each of some 1,900 new patrol cars.

¶ Officers in Brandon, Vt., will be the first in the state to use computers in their cruisers. The laptops can check car registrations and driver's license records, as well as operate an on-board video camera.

¶ The Los Angeles Police Department announced a five-year plan to upgrade its technological capabilities. It will be using two technical-improvement grants totaling nearly \$30 million from the Justice Department's Office of Community Policing Services to carry out its Field Data Capture project, which involves installing laptops in all patrol vehicles — a total of approximately 3,000 computers. In addition, the LAPD will also implement a video-conferencing system that will allow prosecutors and detectives to discuss case filings, and an effective case management data-base system that will allow detectives citywide to share information on

investigations.

¶ The Boston Police Department is testing the PacketCluster Patrol software as an eventual replacement for its older patrol-car computers. Already in use by at least 50 Massachusetts departments and some 250 other agencies in 38 states, the software enables police to scan a multitude of criminal data bases (vital if they are to take advantage of the FBI's upgraded NCIC-2000 records program); has a Safe Stop feature that alerts officers conducting the records checks about stolen vehicles and also sounds an audio signal and displays information about the situation to other patrol cars logged into the system; and has communication encryption capabilities that allow police to talk without their messages being picked up by eavesdroppers with police scanners.

"It's the next best thing to body armor for a police officer," said Oet. Raymond Grey of the Acton, Mass., Police Department, the first agency to use the program.

¶ In a first of its kind demonstration on June 4, two specially equipped police cruisers were able to transmit digital photographs from College Station, Texas, to Alexandria, Va., in about 20 to 30 seconds. The technology has unlimited potential, said officials, for speeding up investigations in missing child cases.

But it wasn't only in the squad car that law enforcement flexed its technological muscle.

More and more police departments across the country discovered in 1997 how effective a public relations and crime-fighting tool the Internet could be. Some agencies used their new capabilities to promote community policing at Web sites designed by officers themselves; others worked undercover in cyberspace, hunting for pedophiles and other criminals.

¶ John Flood, president of the Combined Counties Police Association, which represents police in northern Illinois, announced last year he would pay \$500 for every sighting of undercover mob turncoat Sammy "the Bull" Gravano, and post the tips on the union's Website, www.ipsn.org. Flood said he was enraged that Gravano served just five years in a Federal prison for the 19 murders he committed as a Mafia hitman. "He'd be better off dead," said Flood.

¶ In a more benign mode, the Kansas City, Mo., Police Department joined the growing ranks of law-enforcement related Web sites, with sites going on line in 1997. One site, kcpd.org, was designed by Officers Howard Carrey and Mark Fogel and focuses on the agency's history and officers killed in the line of duty. The other site, kc-crime.org, was set up by the Kansas City Crime Commission in October. One section offers details of unsolved murders, and another, photographs of people who have passed bad checks in stores.

¶ At an estimated cost of \$183 million, the FBI continues to work on overhauling its record-keeping and data capabilities to integrate them with the latest advances in computer technology. Among the most significant capabilities of the NCIC-2000 system, which is now due to go on line in 1999 after repeated delays, will be its ability to conduct single-print checks from police stations or in the field, provided that police have portable fingerprint scanners and mobile data-terminals in their cruisers. The system would cut the time it takes to receive a match from its current 40 to 120 days to a brisk two hours (in urgent cases).

The system will also enable the transmission of mug shots and other photographic evidence with attached images of handwriting tattoos and identifying marks. A "library of images," including such objects as vehicles, tools, construction equipment and other items, will be contained in the data base.

Local police agencies will be helped by the overhauled system's "delayed inquiry" function, which will allow police to review information and reports filed by other authorities on specific criminal incidents over a period of five days.

In other high-tech developments across the nation:

¶ Interactive "Crimescreen" kiosks in two Birmingham, Ala., malls allow users to access information about fugitives, and already have reportedly led to the arrests of several suspects.

¶ The Vraptr project, currently being tested at the Sandia National Laboratories in Albuquerque, N.M., will use virtual reality to train officers to handle a number of incidents in which split-second decisions are made. Officers use virtual-reality headsets and a computer keyboard to manipulate the high-risk situations depicted in the program.

¶ Law enforcement is continuing to press its case with the Federal Government to do something about the skyrocketing demand on overburdened radio frequencies used for emergency calls. Public safety agencies want the Federal Communications Commission to set aside 24 megahertz across the frequency spectrum for their use as an interim measure, and draft a plan for meeting future demands, but the FCC wants public safety agencies to first make better use of frequencies now available.

¶ Miniature cameras attached to the shirt fronts or bulletproof vests of officers in Westbrook, Me., are being used in a pilot program aimed at enhancing officer safety. The tiny cameras give a better view of traffic stops, pursuits and other activities.

Urgent call-for-service comes from 911 itself

Fielding a 911 call from their own emergency service dispatchers, law enforcement agencies from California to Maryland continue to look for ways to take some pressure off their overworked communication systems, whether it means an alternative non-emergency phone number, more thorough training programs or laws designed to lower the boom on pranksters.

Acting on a request made last July by President Clinton, the Federal Communications Commission allocated the number 311 for agencies to adopt voluntarily as a non-emergency number. In Baltimore, a two-year pilot program using 311 has been deemed a runaway success. Prior to 311, some 60 percent of calls made to the emergency number were not urgent at all. (One person even called 911 to get directions to the Camden Yards baseball stadium.) The 311 number drew some 595,062 calls during the first three-quarters of the year, while 854,507 were made to 911.

Police reaction to the program is said to be highly favorable, said a department spokesman, noting that officers can handle some non-emergencies with discretionary time they have and defer still other calls to other city agencies. "They can be more proactive while achieving our community policing strategies and goals," said the spokesman.

During the past 12 months, the 311 project has resulted in:

¶ A 25-percent reduction in overall calls to 911.

¶ An 82-percent drop in the number of 911 callers who were put on hold.

¶ A cut of nearly 70 percent in the number of uncompleted 911 calls, including those interrupted by messages urging callers to stay on the line and those interrupted by busy signals.

¶ A decrease of two-thirds in the time it took 911 operators to answer calls.

The program has been such a triumph, in fact, that Lieut. Gov. Kathleen Kennedy Townsend announced in October the state would commit \$3.6 million to expand it to other localities. The system is also being explored by California, Colorado and Delaware, and was recently adopted in Oallas.

Clearing jammed 911 lines from a law-enforcement rather than a high-tech angle are those cities that have been fining and arresting emergency-call pranksters and abusers. San Diego police last year created the Border Area Special Enforcement Team to crack down on legal and illegal van operators along the San Ysidro strip who tie up 911 lines with hundreds of unfounded calls to keep police distracted while they board customers. Some 285 calls — 98 percent of them unfounded — were made from just 28 pay phones along the half-mile boulevard, one officer said.

In Missouri, Gov. Mel Carnahan signed legislation that would subject those who report non-emergencies to 911 more than three times a month to Class B misdemeanor charges, carrying fines and jail terms ranging from 30 days to six months.

An emergency dispatch system, of course, is generally only as good as its operators, and in Pennsylvania, the death of 16-year-old Eddie Polec in 1994, which was partly blamed on a poorly trained Philadelphia police dispatcher, has served as a

catalyst for the state to upgrade its 911 response. The state moved one step closer in 1997 to establishing minimum standards for the training of dispatchers and other 911 workers.

The House of Representatives unanimously passed and sent on to the Senate enabling legislation that would empower the Pennsylvania Emergency Management Agency to set new standards for training and to require that all 911 workers be certified by the state. Among other provisions, the measure would also establish a statewide education program in the proper use of 911.

Dispatchers in Pennsylvania currently undergo only 40 hours of training.

In Atlanta, the 911 system that was built two years ago at a cost of \$37 million is slated for improvement, after the system was blamed in 1996 for the city's slow response to the Olympic Park bombing. A nine-member mayoral task force called for the hiring of a full-time dispatch trainer, an assistant commander, clerks and computer technicians to upgrade the addresses in the system; an additional 64 hours of training for all current personnel; a 24-hour, in-service training session to be attended jointly by 911 employees and police officers, and paid overtime for operators.

The New York City Police Department is also in the process of making adjustments to the city's enhanced 911 system. What was considered a glitch in the old system — being able to hear other transmissions as background to the 911 dispatcher's voice — was recognized as vital to officer safety. Twice in November, officers in distress discovered their calls for assistance could not be heard while the dispatcher was on the air.

The newest frontier, meanwhile, appears to be the interface between 911 and cellular phones and laptops computers.

¶ The FCC ruled in December that wireless communication companies be required to put through all calls made to the emergency number regardless of whether a phone has been turned off, or a customer has roamed into an area in which their company does not have an agreement with the local cellular provider to carry the call. In 1994, said agency officials, almost 18 million calls were made from such phones.

¶ Cellular phones were part of the equation in enhanced-911 service in New Jersey, where the nation's first live trial of cellular, enhanced-911 location technology was dewatered a success. Law enforcement officers were able to pinpoint over 3,500 emergency calls from motorists and other cell-phone users during a 100-day test period.

¶ In Florissant, Mo., meanwhile, it was officers being pinpointed as they patrolled the city, wired by a laptop computer to a new system that can give dispatchers an instant fix on their location. The new system was well worth the \$500,000 in bond-issue money it cost, said Police Chief Robert G. Lowery. Using satellite technology, dispatchers can track police cars on a city map that shows streets, highways and secondary roads. Like Pac-men, the squad cars show up on the screen as sedan-like icons, moving along their routes. A green icon shows that a cruiser is free to take a call; a yellow car shows the car on the way to a crime or emergency scene; and a red car indicates the cruiser is at the scene.

Plenty of parties looking over police shoulders

Nobody likes being told what to do, and law enforcement is no exception. Still, the nation's police agencies found themselves up against the wall last year with a variety of judicial decisions and imperatives aimed at better monitoring of police misconduct—not all of them to police officials' and unions' liking.

Pending court decisions in Wisconsin and Connecticut may open up some heretofore confidential police personnel records to public scrutiny. In Ohio, meanwhile, a bill that would exempt from the state's open-records law the addresses, phone numbers and other personal information about peace officers was introduced for the fifth consecutive year in 1997.

¶ Three Madison, Wis., newspapers tried to extend the access to citizen complaints they gained two years ago to include complaints against police filed by other officers and professionals who work closely with them. In November 1995, following a decision by the First District Court of Appeals that said the Milwaukee Police Department had no blanket right to keep personnel records secret, a Dane County Circuit Court judge ordered Madison police to release citizen complaints to the newspapers that had brought suit.

The newspapers charged, however, that the department had wrongfully withheld complaints filed since Jan. 1, 1993, by officers against their colleagues as well as those filed by other government workers with whom police had routine contact. Access had been denied by Chief Richard Williams, who said such disclosure would have a "chilling effect on law enforcement" by reducing the cooperative flow of information between police and these other workers.

¶ In Connecticut, the state Supreme Court ruled on July 16 that State Police internal-affairs reports may be publicly disclosed, even though a trooper has been cleared of a complaint of brutal-

ity. What cannot be revealed, however, are troopers' personal relationships when no misconduct is present, as in the case of a trooper having an affair with a complainant's wife.

An appeal by the Department of Public Safety was prompted by an order of the state Freedom of Information Commission to make reports available to civilians who requested them. The disclosure, it said, would hamper troopers' ability to work in the com-

plaint policy, had one initiated for them by local or Federal officials, or were granted the chance to give themselves an integrity once-over.

¶ The beating of Haitian immigrant Abner Louima in New York in August brought to the surface allegations that the city's Civilian Complaint Review Board was a flawed, ineffectual and virtually useless agency, unable to make complaints against police hold up and

director of San Diego County's Citizens Law Enforcement Review Board, made 10 recommendations in their study that won the support of Mayor Martin Chavez.

Walker and Luna said the two mechanisms currently in place, an independent counsel and an 11-member citizen board, were ineffective. They called for, among other things: giving the advisory board the authority to oversee the work of the independent counsel, and giving its members police training; overhauling the agency's filing system, which has delayed some investigations; conducting a review of all policies related to police handling of mentally ill suspects, and making more information available to the public about how to file complaints.

Many of the recommendations were promptly implemented by Chavez and Police Chief Joseph Polisar. However, it remains to be seen whether those reforms will have more staying power than the Police Chief, who was asked to resign late in the year following the election of a new mayor.

¶ Since the Tucson, Ariz., Police Department was apparently not getting on the stick, local officials established a monitoring system for it, in the form of a 10-member Citizen Police Advisory Review Board and an independent auditor to oversee the investigation of complaints.

The board may request reviews of completed actions by the department or the auditor, select civilian complaints for monitoring by the auditor, and study and suggest programs, but it lacks the authority to launch independent investigations or engage in activity that can be considered a "quasi-judicial" review of police actions.

Richard Anemone, president of the city's Police Officers Association, called the board unnecessary, saying the rash of police misconduct incidents that prompted it was a fluke. Anemone also asserted that any interference by the

auditor would violate the union's contract with the city.

¶ In Pittsburgh, the provisions of a five-year consent decree devised by the U.S. Justice Department began to be implemented by the Police Bureau. The decree, which was established to correct a perceived pattern of police abuses, including alleged excessive force, false arrests and improper searches, includes: the development of a computer data base to record all complaints, shootings and arrests; requiring all officers to submit detailed reports of every traffic stop, including data on the race and sex of motorists; yearly training in cultural diversity and use of force, and supervisory reviews of any officer accused of racial bias.

¶ Also in Pennsylvania, Philadelphia Mayor Edward G. Rendell created a blue-ribbon Police Corruption Task Force on Jan. 8 that will study the Police Department's integrity-control efforts.

The task force, which is not empowered to examine specific incidents of alleged police corruption or misconduct, stems from an agreement reached in September 1996 to settle lawsuits filed on behalf of dozens of victims of six brutal police officers now serving lengthy Federal prison terms for a variety of crimes uncovered in a 1995 police scandal.

Rendell reiterated his long-held belief that an independent police-monitoring entity was unnecessary in Philadelphia.

Top-down house-cleaning

Washington, D.C., Police Chief Larry Soulsby started the year with a thorough organizational housecleaning that included the replacement of several top officials, but by year's end the Chief himself was swept out of office over questions about how he and a lieutenant suspected of running an extortion ring came to rent a luxury apartment well below the market rate.

Saying the constant scrutiny about the deal and his relationship with Lieut. Jeff Stowe was wearing down his ability to run the beleaguered Metropolitan Police Department, Soulsby announced his resignation Nov. 25, effective immediately. Assistant Chief Sonya T. Proctor, a 24-year veteran, was named interim chief as the city launched a national search for Soulsby's successor.

"No one can dispute the fact I have always cared for the people and for the men and women sworn to protect them," said Soulsby, a 24-year veteran who was chosen by Mayor Marion Barry in 1995 to run the 3,600-officer agency. "But the accusations day in and day out have really detracted from the department."

[More details on the Soulsby resignation and the continued controversies buffeting the Washington police will appear in the Jan. 15, 1998, issue of LEN.]

A smorgasbord of police misconduct, from the revolting to the ridiculous

One could argue that law enforcement officers are only human, yet more is expected of them, and thus reports of misconduct or outright criminality by police have an almost can't-miss capacity to jolt public sensibilities. A roundup of crimes and other infractions committed by police around the country in 1997 shows the offenses to range from the banal (though nonetheless inappropriate) to the truly shocking:

¶ In Kenosha, Wis., Police Officer Thomas Knight faced a 30-day suspension in April for singing "Jesus Loves Me" over a loudspeaker to calm a crowd. He had been reprimanded in the past.

¶ A Las Vegas Metro Police veteran, Sgt. Scott Ferguson, was charged with two misdemeanor counts of indecent exposure after he allegedly exposed himself outside two local motels.

¶ In New York City, it was not the police who were in trouble, but their union officials and lawyers. Ronald Reale, the former president of the Transit Patrolmen's Benevolent Association, was indicted on racketeering charges in February. He was charged with getting dozens of his fellow officers to contribute money to his 1993 campaign for city office. The money entitled him to matching city funds, which he used to reimburse his contributors. In addition, James J. Lysaght, the union's longtime negotiator, his law partner, Peter

Kramer, and Richard Hartman, a union consultant and former attorney, were all charged with accepting kickbacks. Reale, former TPBA vice president Thomas Zichetello and former TPBA treasurer Raymond Montoro allegedly took nearly a half-million dollars from the firm of Lysaght, Lysaght & Kramer in exchange for steering nearly \$2 million in legal fees to the firm.

¶ Tennessee State Trooper Rodney K. McCarty was fired in September for gross misconduct over a missing kilo of cocaine that had been confiscated in 1994. He once led the Highway Patrol in felony arrests.

¶ Two Miami Beach police officers, Hector Trujillo and Louis Dieppa, were charged March 21 with racketeering for allegedly taking bribes from nightclub owners who wished to stay open past the city's 5 A.M. curfew.

¶ Two Coral Springs, Fla., police officers, believed to be Thomas Gugliotta and James Kleiner, resigned in May when they learned investigators were trying to determine whether they burglarized a business while on duty four years ago.

¶ Donald Fletcher, a Jefferson, N.J., police lieutenant, was accused of threatening his chief, stopping a motorist while wearing only shorts and carrying two guns, and going AWOL in Mexico. The charges came up during a bail hearing about a

domestic dispute.

¶ An 18-year-old deputy with the Orleans Parish Criminal Sheriff's Office in Louisiana, William J. Fallon, was arrested on Nov. 6 and charged with exposing himself and masturbating in front of children and adults in a local park.

¶ Former Winchester, Va., detective Larry Gilhart pleaded guilty March 7 to charges of breaking into the homes of two women in 1995 and stealing their clothing.

¶ Police Officers Charles B. Higgins, 33, and Richard Kirby, 34, of the Columbus, Ohio, Police Department, were jailed Sept. 19 on charges of sexually assaulting a woman who called them to her home on a domestic-abuse complaint. Kirby allegedly strip-searched her, and Higgins is charged with raping her.

¶ The only paid officer in Gold Hill, Ore., Chief Katie Holmboe, was fired in late August for selling Mary Kay cosmetics out of her cruiser and prying on behalf of a suspect she believed was possessed by the devil.

¶ Former New Orleans police officers Frank Oliver and William Moore were sentenced Sept. 4 to four years in prison for sexually assaulting a 14-year-old runaway in 1995 while they were on duty. The two will have to register with the state as sex offenders.

The people, the places, the names & the faces

A barrel of monkeys

Crime is no laughing matter, but fighting it can be, especially when viewed through the eyes of one of New York City's funniest police officers, **John DiResta**.

The 10-year transit police veteran made off-Broadway audiences roar last year with "Beat: A Subway Cop's Comedy," a one-man show that detailed to hilarious effect his life underground out by Coney Island's amusement parks.

For those who are curious about what it is like to be a transit officer, DiResta suggests a do-it-yourself simulation: Go out to your garage on the hottest day in August, urinate in the corner and then stand there, alone, for eight hours and 35 minutes with a radio that might work.

The 32-year-old officer has appeared in comedy clubs up and down the East Coast for five years. A homeless-outreach officer, DiResta had already gained a reputation as the unit's clown when his then-panner, **Mike Venekus**, suggested he answer an ad seeking young, inexperienced comics.

"As much as I was a comedy buff," he admits, "I didn't really know the workings of starting and developing an act. But within six months, after a lot of hard work, I was getting some weekend gigs. Even though I'd only do five minutes on stage, I'd tape-record it and go over it and over it to see what



John DiResta

works and what didn't, and build on it from there."

Wearing his old transit police uniform, DiResta performs on a stage designed to look like a seedy subway station. While such a costume has gotten other officers in trouble, namely those who appeared nude in magazine centerfolds wearing parts of their uniforms, so far DiResta has not raised the ire of any police brass.

"I'm getting weird, Serpico-like phone calls," he said, "like 'John, this is Joe. I hear the department advocate had a tiny hearing, and they've found that, uh, your show, uh doesn't cause any adverse criticism.'" DiResta told Law Enforcement News.

For the time being, DiResta said he intended to remain a police officer as long as both his careers can co-exist smoothly. He has

received some attention from big talent agencies and producers, but said earlier this year that even if he got a big show-biz break, he would take a leave of absence.

[In fact, not long after DiResta was profiled in LEN, he inked a six-figure deal to develop a situation-comedy pilot that might become a mid-season replacement on TV.]

"As soon as I quit the force, the novelty would be gone — not much, but some of it," he said. "I'm doing something no one's ever done before."

Kelley, "FBI's best"

He was the nation's only local police executive to become head of the FBI, and is credited with guiding the bureau through the traumatic period following the Watergate scandal. On Aug. 5, **Clarence J. Kelley** died at age 85 of complications from emphysema and several strokes he had suffered.

Kelley was appointed FBI Director in 1973 by President **Richard Nixon**. With the death of **J. Edgar Hoover** in May 1972, the bureau seemed adrift. Internal power struggles erupted after nearly 50 years of the agency being run like Hoover's personal fiefdom.

With Watergate breaking a month later, intense scrutiny was focused on the agency's investigation of the burglary at Democratic National Committee headquarters. It was also under fire for the scant number of women and minorities in its ranks.

A former Kansas City chief of police, Kelley "was the right person for the FBI at that time," said **Terry Knowles**, an FBI special agent from 1965 to 1989. "I think Clarence Kelley was directly responsible for getting us back on our feet."

Under Kelley's watch, which ran until 1978, the bureau was introduced to emerging technologies that aided agents in crime-fighting. Kelley tried to replicate the innovations he had launched in Kansas City as chief from 1961 to 1973, a period that included the department's involvement in the vaunted Kansas City Preventive Patrol Experiment and other ground-breaking research.

He "represented the best of the FBI, the past and the future," said the FBI's current Director, **Louis Freeh**. Kelley's tenure, he said, will be remembered for the efforts he made to bring more minorities into the bureau, and for his "quality vs. quantity"



Clarence M. Kelley

approach that led to the establishment of three national priorities: foreign counterintelligence, organized crime, and white-collar crime.

Father figure

New Haven city fathers made no effort to talk Police Chief **Nicholas Pastore** into staying when he quit in February, his image irreparably harmed by the revelation that he had fathered a child with a convicted prostitute.

Pastore was an innovative chief who worked to change the department's long-held strategy of cracking down on all likely suspects, and his ideas seemed to work. During each of the last six years, police said, reported crime declined. In 1996, the number of homicides fell from 34 in 1991 to 22. Juvenile crime was down by 9 percent.

He was an advocate of legalizing marijuana and other drugs, and tended to take a harm-reduction approach to their use. He also established the state's first bias-crime unit.

But Pastore was unpopular with the department's rank-and-file. Sgt. **Louis G. Cavalier**, president of the city's police union, said there was "bad blood" that stemmed from Pastore having come down hard on his own men. As a result, it is believed that perhaps one of his enemies on the inside leaked word to The New York Times about Pastore's out-of-wedlock child.

The toddler, a 23-month-old girl, was placed in a foster home after her mother, 24-year-old **Terrell Crockett**, was judged unfit. Pastore said he learned about the baby after being contacted by a social service investigator. A paternity test proved that Pastore was indeed the girl's father.

Married and the father of three grown children, the 59-year-old Pastore said he had met Crockett at a city event. She was trying to turn her life around after having served time for prostitution. Pastore said he had helped her buy a pair of shoes, and aided her in finding housing and a job. He wound up betraying his family, he said, in a "moment of indiscretion."

Assistant Chief **Melvin H. Wearing** was named to succeed Pastore. He becomes the first black officer to head the New Haven department.

Power play, part 1

Police work can be full of surprises, but Northglenn, Colo., Det. **Kurt Barnes** got the shock of his life — literally — last June, and doctors say he is lucky to have survived it.

The 35-year-old detective got a 7,620-volt jolt from a power line he was measuring as part of a murder investigation. Barnes was working from the bucket of a cherry-picker truck when electricity in the line arced. It shot through his right arm and across his body to his left arm. He was grounded against the metal bucket.

The next thing he knew, Barnes says, he was waking up in the hospital.

"Extremely lucky," is how Dr. **James Mosby** described Barnes, whom he had treated in St. Anthony Hospital emergency room. Most shock victims, he said, do not walk out of the hospital five days later as Barnes did.

At the time of the incident, Barnes was measuring a power line that suspects in the BB-gun killing of 14-year-old **Michael Petrosky** had allegedly shot birds from before shooting the teenager.

Barnes was due to return to the hospital for further neurological tests, but doctors did not expect him to have any long-term health problems as a result of the shock. Barnes, who was champing at the bit to get back to work, called the accident a "real eye-opener."

Power play, part 2

The 270,000-member Fraternal Order of Police recently got the national prominence it covets when Vanity Fair magazine saluted it in October as one of the "most powerful groups" in Washington.

The organization was featured as part of a three-page graphic spread that depicted the nation's capital as a universe with its key players revolving around the White House at its center.

"We feel good about it," said **James O. Pasco Jr.**, the National FOP's executive director. "We think it's important that groups with rank-and-file law enforcement interests at heart be prominent here in Washington — and be recognized as such."

Of the 21 organizations Vanity Fair singled out for the piece, the FOP is the only public-sector group that does not have a political action committee to push its agenda, noted its president, **Gil Gallegos**. It's a testament, he said, to the group's willingness to "achieve its legislative successes through hard work and grassroots lobbying — not through campaign contributions."

Profile in courage

It was 32 years ago that Covington, Ky., Police Chief **Al Bosse** was a young soldier in Vietnam, dropped by helicopter into the Ia Drang Valley and the United States' first major clash with North Vietnamese troops.

After all that time, the last thing he expected was to open his mail on March 7 and find a package containing a Bronze Star for the courage he showed during one of the worst firefights in the history of the war. "I was really surprised to get it," he said.

Bosse was assigned as a radio operator to field commander, Lieut. Col. **H.G. Moore**, when he was sent into the valley by helicopter along with several other battalions to survey enemy positions. There, the Americans found themselves greatly outnumbered by enemy soldiers, and in the middle of a firefight that raged for three days. Bosse said he spend much of the time dragging wounded G.I.'s back to helicopters for evacuation.

While survivors of the 1st Air Cavalry met at yearly reunions held in Arlington, Va., they apparently lost track of some members. Bosse, who was honorably discharged in 1966, joined the Covington Police Department a year later and gradually worked his way up the ranks until he became chief of the 107-member department in January 1995.

He was able to reconnect, though, about four years ago when he saw a television documentary about the battle. During last year's reunion, Bosse spoke with Moore, who had retired from the Army at the rank of lieutenant general. Although Moore didn't say anything about the medal, Bosse suspects that the general had nominated him for the honor.

Medal or no medal, Bosse remains both humble and matter-of-fact about his service in Vietnam. "I volunteered for three years and put my time in," he said simply.

LAPD is now Parks' department

Five years of **Willie L. Williams's** leadership of the Los Angeles Police Department was apparently all the city's Police Commission felt it wanted, having declined to renew the Chief's contract in March and narrowly avoiding being sued by him to the tune of \$3 million.

Williams, a former Philadelphia police commissioner, was brought on board after the Rodney King beating and ensuing riots as a "calming presence." An African-American chief, it was believed, would be a positive symbol of change for the community after the controversial tenure of long-time chief **Daryl F. Gates**.

But a critical, 22-page report by the five-member Police Commission following the decision not to renew Williams's five-year contract concluded that he had failed to rally officers in a state of chronic low morale over the past few years, and had been consistently unwilling or unable to translate his words into action.

"It is our judgment that Chief Williams is not the leader to take the department to the next level of achieving its potential," said commission president **Raymond C. Fisher**. "For the next five years, the city and the department will need more than more of the same."

Between February and March, relations between the commission and Williams turned ugly, with lawyers for the Chief backing a charge by City Councilman **Nate Holden** that a commission member had approached Williams about resigning in exchange for a monetary settlement as far back as November.

Lawyers fired off an angry letter threatening to sue the city for \$3 million if Williams's contract was not renewed, and accusing the commission of intending to oust the Chief as far back as two years ago.

The relationship ended in May, when Williams agreed to not sue in exchange for a severance settlement of \$375,000. He was paid through the official end of his term on July 6.

Some believe that the cards were stacked against Williams from the start.

"These are folks who didn't like an outsider being there," said **Jack Greene**, a professor of criminal justice at Temple University in Philadelphia, who had worked closely with

Williams. "Half of the chiefs in that department are running for his position."

David Hepburn, president of the city's police union, the Police Protective League, said Williams was "given an extremely difficult task." He was put at an "extreme disadvantage trying to get the reins of the department" while those around him had 25 or 30 years experience under their belts, Hepburn said.

But whether it was Williams's outsider status or not, the city chose not to take the same risk twice.

In August, Mayor **Richard Riordan** chose 53-year-old Deputy Chief **Bernard Parks** as the city's newest police chief.



Bernard Parks

A 32-year veteran, Parks was the top choice of city officials and enjoys wide support among the city's political elite.

"He's very smart, focused, intense and widely respected by the troops," said County Supervisor **Zev Yaroslavsky**. "I've found him to be a leader. He has vision."

However, **Carnl Watson**, the co-chairwoman of Police Watch, a group that monitors police

abuse complaints, expressed concern that Parks is a leader very much in the model of Gates.

"He got to his level by being subservient to the Gates philosophy, and I think the community wanted to get rid of that kind of attitude," she said.

Another finalist in the race for chief, Deputy Chief **Mark Kroeker**, resigned in October. Like Parks, Kroeker is 53 and a 32-year LAPD veteran, although he reportedly enjoyed more support from the department's rank-and-file. Kroeker said he will take a job with the United Nations helping to train a 2,000-member international police force in Bosnia.

Mayor **Rudolph Giuliani** had abruptly yanked **Bratton's** welcome, signaling yet another volley in the collision of egos that marked **Bratton's** tenure with the NYPD.

Police Department spokeswoman **Marilyn Mode** said, however, that the former commissioner had not been invited because the May 12-14 conference was intended only for those still active in law enforcement.

The Police Executive Research Forum, however, begged to differ with that classification. Just weeks after the conference invitation was withdrawn, **Bratton** was named as the 1997 recipient of PERF's National Leadership Award, even though he is now in the private sector.

The president of PERF, **Buffalo, N.Y., Police Commissioner Gil Kerlikowsky**, said **Bratton** was singled out "because his efforts to improve police practices — especially in New York, but also in previous leadership positions — have been a shining example of how police can truly make a difference in communities paralyzed by crime and fear."

Bratton, who began his police career as an officer in Boston, became New York's police commissioner in 1994 and left in 1996 to join First Securities Services Inc., a private security and consulting firm.

Ness, part 1

The American West is filled with stories of pioneers, and you can count **Deborah Ness** among them. Ness, who was the first woman to be sworn in as a law enforcement officer in



Deborah Ness

North Dakota, in February became the state's first female police chief when she assumed command of the Bismarck Police Department.

Ness, who joined the Minot Police Department in 1974, was a captain in charge of its investigative division when she accepted the Bismarck post.

Bismarck is a city of 54,000 residents that is relatively free of violent crime, and Ness said the department under her watch would take a look at juvenile crime,

which is on the rise. She is also concerned, she said, about encroaching gang activity.

"We have a fringe group of people who perhaps might be able to organize gang activity within the community, and we need to pay attention to that," she said. "Community members, working through schools and other sources, could supply us with information so we can prevent this activity from becoming a real serious problem."

Ness, who also teaches in the criminal justice program at Minot State College, said she would like to improve the negative perception of police propounded by harmful media coverage. The faith in police that many communities have lost as the result of the bad publicity must be reinstalled, she said, through working with residents and letting them get to know officers and "understand why we do the things we do."

With regard to career advancement for the 78 officers now under her, Ness said she likes a level playing field. "I believe in dealing with the officers on equal grounds," she told Law Enforcement News.

Ness, part 2

When he was a kid, Cleveland police **Lieut. Edward McNeeley's** favorite television show was "The Untouchables." Now, some 30 years later, McNeeley was one of two police officers in September who got to sprinkle his favorite crime fighter's ashes over a lake during a memorial service in honor of "the untouchable" **Eliot Ness**.

Ness died in impoverished obscurity at the age of 54 of a heart attack, said **Rebecca McFarland**, vice president of the Cleveland Police Historical Society. His family, too poor to bury him, held on to his remains in Coudersport, Pa.

But on Sept. 10, the historical society, in conjunction with Lake View Cemetery, the city of Cleveland and private donors, gave Ness the overdue send-off he deserved.

The ceremony was attended by a crowd of more than 300, including city police officers, firefighters, former friends of Ness, and others. His ashes were scattered by McNeeley onto a wreath placed in the rippling waters of the cemetery's lake, and at a shouted order, the report of three sharp rifle volleys could be heard. A bugler played "Taps."

Television and film depict Ness as a principled fighter of crime and corruption as leader of Chicago-based Federal Treasury agents during Prohibition, but in Cleveland, where Ness made his home, he is best remembered as being a humanitarian who devoted himself to youth groups, and a progressive law enforcement figure who as safety director established the city's first police academy.

"It feels strange, real strange," said McNeeley, whose father was sworn in by Ness in 1942. "Never in my wildest dreams did I think I'd be scattering Eliot Ness in a lake."

Orphaned crime dog

McGruff the Crime Dog, that trenchcoat-wearing canine who encouraged all of us to "take a bite out of crime," was orphaned on April 6 when his creator, **Berkeley McCabe (Mac) Gray II**, died while on a San Diego business trip.

Gray, whose career included stints as a law-enforcement officer, police trainer and planner for several Virginia agencies, and as an assistant professor at the University of Louisville, developed the idea for the McGruff campaign while working for the National Council on Crime and Delinquency.

In 1982, when the National Crime Prevention Council was established, McGruff was kept on and eventually grew to be one of the Advertising Council's most prestigious public-service campaigns, garnering \$50 million a year in time and space donated by the nation's mass communications media.

At the time of his death at age 50, Gray was the NCPD's executive deputy director. He also helped develop and establish the Crime Prevention Coalition of America, which links 136 state and federal organizations, and was a founder and served as first president of the International Society of Crime Prevention Practitioners.

Into the fray

With 10 separate employee groups within the Houston Police Department, each with its own lawyers, it probably doesn't hurt to have a police chief with a background in labor law.

That chief would be **Clarence O'Neal Bradford**, a 17-year veteran who began his new duties on Jan. 1. Bradford was tapped by Mayor **Bob Lanier** to succeed **Sam Nuchia**, now a judge on the 1st Texas Court of Appeals.

Ending the continuing wrangle over promotions that has affected as many as 50 supervisory positions, Bradford said, would be his No. 1 priority.

"We have a situation where I cannot promote first-line supervisors — the sergeant level. I'm having to shift supervisors from other places in the organization," he said. "We've got sergeants performing as investigators. We're already having

Vested interest

Even an old vest is better protection than no body armor at all. That's the philosophy of New Jersey police departments that have all contributed to a one-woman campaign aimed at getting desperately needed bulletproof vests to police in Colombia.

The donations began when **Sara Nunez**, a Teaneck woman, approached Fair Lawn police Sgt. **Joseph Cook** about the possibility of donating old body armor. Nunez's brother-in-law, **Cristobal Mario Lara**, 37, a veteran of the National Police based in the coastal city of Barranquilla, was ambushed on Nov. 15, 1995, along with his partner while the two were responding to a shots-fired call. Lara died several days later from gunshot wounds to his chest. His partner was killed instantly.

"He would have been saved if he had been wearing a bulletproof vest," says Nunez. Lara left a widow and four children who are living at Nunez's home.

The Fair Lawn Police Department responded with an immediate donation of 40 vests that were being replaced by newer models. Cook also sent a teletype to other law enforcement agencies in the area, asking them for their help.

One recent load, which was flown to Colombia at no charge by the country's national airline, Avianca, came from departments in Bayonne, Belleville, Edison, Park Ridge, Fair Lawn, Ridgefield, Rochelle Park and the Bergen County Sheriff's Department.

"Even though they're out of date," said Cook, "they still have life-saving potential."

Police officials in Barranquilla, a city of 1.5 million people, said they are grateful for the effort.

"We are going through a hard period in the country right now," said Maj. **Miguel Ovalle**, chief administrator of the 2,500-member Barranquilla police detachment. "The vests are used, but they're in good shape and we need them."

Loves him, loves him not

Now a private-security executive, former New York City Police Commissioner **William J. Bratton** was not considered to be sufficiently "on the job" for his old department to extend an invitation to a three-day, crime-fighting strategy conference showcasing the re-engineering of the department he helped effect and the unprecedented double-digit crime drop it produced.

Citing unnamed sources, The New York Daily News said

police officers being trained as investigators because I need my sergeants to be out in the field to perform supervisory tasks rather than do investigations."

Bradford had been assistant chief in charge of the 5,170-officer agency's West Patrol Command for six years. At 41, he brings to the chief's job training as a mediator who studied employment law and deceptive trade practices. He pursued a law degree while climbing the ranks at the HPD.

His tenure, however, could be short-lived. Lanier's tenure as Mayor recently ended after three two-year terms, since he was barred by term limits from seeking reelection. He was succeeded by **Lee P. Brown**, a former Houston police chief, who will have to decide whether to keep Bradford on the job or replace him with another chief of his own choosing.

As you sow. . .

Improving the prospects of success for current and future police chiefs will be the focus of a new President's Leadership Conference, a program that Marietta, Ga., Police Chief **Bohhy D. Moody** will develop as part of his ambitious agenda as the new president of the International Association of Chiefs of Police.

Appointed Manetta's police chief in 1996, Moody previously served 18 years as top cop in Covington, Ga. Following his installation as IACP president, he told members he has long believed that the work of police chiefs "requires that we be fully aware of the importance of people; that we develop a clear vision for the future; that we do our very best, always to build cooperation in our communities and among one another; and always be certain that we know the stakes involved in making our decision."

In addition to the President's Leadership Conference, a program aimed at bringing together law enforcement and private-sector professionals to discuss ways of achieving success, Moody also plans to develop the "Every Officer a Leader" model training program for new recruits. The effort, created in partnership with the Drug Enforcement Administration, the Federal Law Enforcement Training Center, and the Royal Canadian Mounted, could very well revolutionize mandated basic training around the world, he said.

Darrel & Goliath

Darrel Stephens, the former police chief of St. Petersburg, Fla., said he would not rule out a return to law enforcement once his tenure as the city's administrator was up.

"This is a four-year job," he said, "and at the end of those four years, I have to have a job. So yeah, it might be a possibility."

Stephens, who became chief in St. Petersburg in 1992, stepped down in June to accept the city's No. 2 position offered by Mayor David Fischer. Responsible for the day-to-day operations of St. Petersburg's government, Stephens likened it to being a city manager, "except we have a strong-mayor form of government."

While he initially had reservations about leaving law enforcement, Stephens said the city administrator post will give him the opportunity to take some community-policing ideas and advance them further in terms of community government. Stephens has been advocating community-based, problem-oriented policing for much of his career as a law enforcement administrator, which includes stints as police chief in Newport News, Va., and as executive director of the Police Executive Research Forum.

Stephens was succeeded by Assistant Chief **Goliath J. Davis** 3d, a 24-year veteran of the department and a St. Petersburg native. Davis, who holds a doctorate in criminology from Florida State University, is the city's first black police chief.

Unwelcome Matt

It was not just one incident that led to the resignation of Chicago Police Superintendent **Matt Rodriguez** in December, but rather a string of "events and circumstances" that culminated with the revelation of his 30-year association with a convicted felon.

Two weeks before his announcement, the 61-year-old Rodriguez had received a vote of no-confidence from the department's 13,000-member Fraternal Order of Police over the way he had handled a police brutality case, and over his support for Mayor **Richard Daley**'s plan to make 30 percent of promotions to sergeant based on merit and not exam performance.

In addition, during the past year, seven officers assigned to the department's Austin District were indicted on corruption charges; several off-duty officers died under questionable circumstances; and Rodriguez demoted a district commander for authorizing a memo deemed insulting to Hispanics.

But the final nail, as it were, was the disclosure of Rodriguez's long-time friendship with **Frank Milito**, who served more than nine months in prison after pleading guilty to mail fraud more than 10 years ago.

Rodriguez said Milito told him he had been questioned in connection with the 1987 murder in Prospect Heights of an oil company executive.

The friendship was in violation of Rule 47, a rarely enforced departmental regulation that forbids police employees from associating with anyone "known to have been convicted of any felony or misdemeanor, either state or Federal, excluding traffic and municipal ordinance violations."

Rodriguez, who had been Superintendent since 1992, certainly did not leave as a direct result of Rule 47, said FOP president **William Nolan**. Rather, he said, it was the final straw after a multitude of events.

"We certainly don't feel that a man who had done as much as he has in the 38 years as a police officer in the city of Chicago should have to go out under a cloud on an archaic type of rule violation," said Nolan.

It's no vacation

It might not be everyone's idea of a vacation, but three New York police veterans and a fellow officer from Nassau County hacked their way through a rain forest, dodged poisonous snakes and hungry alligators, and kayaked for 16 hours through choppy seas to make it to the finish line of "Eco-Challenge '97" in August.

The grueling 10-day, 300-mile race, held in Australia last year, is dubbed the world's toughest endurance race by promoters. And they're not kidding.

"I've done marathons, triathlons and long-distance biking," said one team member, 43-year-old Sgt. **John Cummings**, "but this is the hardest race in the world. You're out there with little food and water, just surviving. You're going 24 hours a day. The hard part is going without sleep."

Cummings was joined by NYPD officers **Ray Nalpant** and **Chris Ballou**. Nalpant and Cummings, both members of the department's Scuba Team, had planned to do the Eco-Challenge in 1996 when it was held in British Columbia, but put those plans on hold when they were called to aid recovery efforts following the crash of TWA Flight 800 off Long Island. They spent four months pulling bodies and wreckage from the ocean floor.

Linda Brymer, a Nassau County police officer, was the fourth member of the team. Brymer, a 14-year police veteran, was introduced to the three officers by a rappelling instructor



Matt Rodriguez

they had all worked with in the past.

"I'm always looking for physical challenges," said Brymer, 40. "It's absolutely a mental challenge as well — more than I ever thought."

The competition consisted of 50 four-member teams, each of which had to include one woman. It began on Aug. 11, and when it concluded, on Aug. 21, the 29 teams still in the race had scaled one of the country's highest peaks and kayaked in the waters off the Great Barrier Reef.

Brymer and Cummings agree that the last leg of the journey — ocean kayaking — was the hardest. A major storm was in progress just a few miles away, making the waters dangerously choppy. In addition, Brymer had sprained a knee early in the event. By the time the team reached the finish line, in last place and some five days after the winners, the medical report included fevers, a lung infection and swollen feet and hands.

Cummings said he would not be participating in the 1998 race, which will take place in a mountainous region of Morocco. "That requires more training since there'll be lots of altitude involved," he said.

People person

There is no greater legacy a police chief can leave an agency than the caliber of its people, says Police Chief **James Skinner**, who resigned in August as head of the Omaha, Neb., Police Department to take the chief's job in Coral Gables, Fla.

Holding the post in Omaha for eight years, Skinner was able to hire and promote nearly one-third of the department's current patrol and command staff, including appointing the agency's first black female deputy chief.

The department went on to receive, during his tenure, national accolades for innovative programs, including a five-year strategic plan to fight crime and the STOPP program (Strategy to Overcome Peer Pressure), which urges youths to stay away from tobacco and alcohol.

Skinner says he hopes to achieve similar success in his new post.

"It's an excellent police department," he said of the 159-officer Coral Gables agency, where he took command on Sept. 2. "The main idea is to find out where the citizens and police want our resources to go. My job is to help everyone here enhance the Police Department to be the most it can be."

Back in Omaha, Mayor **Hal Daub** appointed Deputy Chief **Charlie Circo**, a 35-year OPD veteran, as interim chief while a search for a permanent successor to Skinner is conducted.

However, Daub's practice of bypassing Civil Service protections as they apply to the chief's position may keep Circo in the job longer than he might have expected. A lawsuit was filed in Douglas County District Court on Aug. 18, seeking an injunction to end the practice which asks, in essence, that the chief serve at the pleasure of the Mayor.

"How many qualified people would be willing to take a job under such a handshake agreement?" asked **Tom Dowd**, an attorney for a plaintiff in the suit.

Fast forward

When Montgomery County, Md., Police Officer **Shanda Berry** works her second job, she is the one being guarded — by opposing players when she takes the court as a forward for the New England Blizzard, one of eight women's professional basketball teams in the new American Basketball League.

As a high school athlete growing up in Iowa, the 29-year-old Berry was one of the state's best 100-meter hurdlers. As a center for the University of Iowa women's basketball team, she helped lead the Hawkeyes to three Big Ten Conference championships, four NCAA tournament appearances and a 104-19 record.

In September 1996, the 6-foot-3-inch officer asked her superiors in Montgomery County if she could sign a two-year contract with the Blizzard and still keep her job. Berry was



Leading a double life: Police officer and pro basketball player Shanda Berry

given permission to split the one-year unpaid leave the department offers into two six-month periods.

It's not the first time Berry has received time off for basketball. She took a leave of absence from the police academy to try out for the 1996 U.S. Olympic team and was picked as first alternate for the 12-member women's squad. That roster, which remained intact, went on to win the gold medal at the Atlanta Games.

As the only member of the New England team to pursue a career outside of professional sports, Berry said that if she had not at least tried to get a leave of absence, she would have kicked herself. Still, if it came down to choosing between basketball and policing, she would not be lighting up the boards with the Blizzard.

"When I am a police officer," said Berry, "I don't miss basketball, but when I'm playing basketball, I miss policing."

Mississippi burning

Just because a town is named Olive Branch doesn't mean that all is peaceful within its confines.

Olive Branch, Miss., Police Chief **Frank Brown** and his wife, **Myrtle**, were lucky to escape with their lives after someone deliberately set fire to their home on April 12.

The fire gutted the one-story, brick ranch-style house, and destroyed all of the couple's possessions — many of them irreplaceable. The fire did an estimated \$100,000 worth of damage, Brown told Law Enforcement News. "It'll take a good bit of doing to rebuild it."

County, state and Federal officials have concluded the fire was the work of an arsonist, although no determination was made as to motive. Authorities declined to say whether Brown was the target or the victim of a random attack.

The Chief denied speculation that the fire was connected to a sexual misconduct case involving a teen-age girl and several Olive Branch police officers. Four of those officers were cleared by a county grand jury, and a fifth was acquitted at trial.

Four of the officers have filed wrongful-termination lawsuits against city officials, and at least one names Brown as a defendant.

Farewell to a favorite

In an emotional outpouring, some 1,500 people crammed into the Parker Playhouse in Fort Lauderdale in September to bid farewell to Broward County, Fla., Sheriff **Ron Cochran**, a popular law-enforcement figure who believed crime could be fought by creating opportunities for those most at-risk.

The 60-year-old Cochran, who died of cancer on Sept. 5, was hailed as one who did not take the easy way out.

"He demanded much from those whom he led," said Chief Deputy **Susan McCampbell**, who was named acting sheriff. "He asked us to stretch beyond what we thought ourselves capable of doing. He didn't compromise for political expediency. He was genuine."

Cajoled into running for sheriff five years ago against two-term incumbent **Nick Navarro**, Cochran was "not your typical politician," said Gov. **Lawton Chiles**, who attended the memorial.

During the hour-long tribute, Cochran was remembered for the scholarships he championed for troubled teen-agers, and his commitment to reducing domestic violence.

Sixteen-year-old **Christine Priest**, a scholarship recipient who is now in a pre-law magnet program at Fort Lauderdale High School, thanked Cochran. "You saved our lives," she said. "We will never forget you."

Cochran was also praised by **Bonnie Flynn** of Women in Distress for his determination to reduce domestic violence, including a training video for officers, a mandatory arrest policy, and a countywide domestic violence council.

"Isn't it strange that sometimes we have to lose something to realize how important it is to us?" said Chiles, who challenged Broward's leaders to pick up where Cochran left off.

Texas transition

Austin lost its first female police chief, **Elizabeth Watson**, in February, but it gained in new chief **Stanley Knee** a leader whose innovations at his previous post in Garden Grove, Calif., led to a double-digit decrease in crime there despite serious understaffing.

Watson, who was the nation's first female to lead a police force in a city of over 1 million, resigned to accept a visiting fellowship awarded by the Justice Department's Office of Community Oriented Policing Services.

The fellowship is another "first" for Watson, who became its first recipient. She'll direct a one-year project to develop a national police leadership model.

"We get people who are technically proficient as police officers, they are promoted, but they never get adequate exposure to the kinds of skills that are required in their new positions," she said. "They're never told what task they must no longer perform, lest they be accused of micro-management. We wind up with are well-meaning, talented, bright people doing the wrong job."

Watson was named chief in 1992. A reorganization of the 1,000-member department in which the position of deputy chief was eliminated and the number of captains was reduced by one-third earned her a vote of no-confidence by the Austin Police Association in 1995. Her plan, however, was supported by the City Council and city officials.

Knee, a 28-year veteran, joined the Garden Grove department following two years in the Army. He rose through the ranks until he headed the office, then left in 1988 to serve as chief in National City, Calif., until 1992.

He is known as an innovator, and has been successful in using community policing techniques to offset an understaffing problem. With a force of 157, the Garden Grove Police Department has one of the lowest staffing ratios of any city in the nation with a population of over 100,000, with an average of just one officer per 1,000 residents.

Now you see 'em, now you don't

Comings & goings in law enforcement, 1997

Each year brings a shuffling of the deck in law enforcement leadership, as police executives move up, move on, or pass on after years of service. Following are some of the changes that 1997 wrought:

¶ **Arnold Stanko**, a 20-year law enforcement veteran and former Lake County, Ohio, sheriff's detective, assumed command April 1 of the Waite Hill police force. He replaces retiring Chief **Keith Robbraugh**.

¶ Retired Memphis police officer **Jim Fortune**, 54, beat out three other candidates for the post of Germantown police chief. Fortune, who joined the suburban department just over seven years ago, will replace Chief **Eddie Boatwright**.

¶ **Maj. Louis Quijas**, the highest-ranking Hispanic officer in Kansas City, Mo., left his hometown to become chief of High Point, N.C., a blue-collar city of 77,000 that "still has Christmas parades," he said. He began his new post Feb. 1.

¶ The Ontwa Township-Edwardsburg, Mich., Police Department got a new chief in March, 44-year-old **Tom Atkinson**, a 25-year law enforcement veteran who retired as a captain from the Cass County Sheriff's Department Detective Bureau.

¶ **Mena, Ark.**, city officials in September came to the defense of their new police chief, **Russell Nichols**, who quit his former post in Pocola, Okla., after being accused of instituting a traffic quota system and inflating the hours officers worked on a state-supported drug awareness program. Mena officials said there is no substance to the charges.

¶ **Raytown, Mich.**, Police Chief **Kris Turnbow** resigned Nov. 1 after a 21-year career that was as much about politics as it was about law enforcement. Turnbow angered some residents when he took a full-time position in August with Hallmark Cards while keeping his elected position as city marshal — a formal title for the police chief's post.

¶ Before retiring Aug. 31, **Hopewell, Va.**, Police Chief **W.R. "Ronnie" Clark** gave up all command responsibilities to continue working on the new public safety communications system. Clark is the only one who knows enough about the system to help the city work up a bid proposal, said City Manager **Clinton H. Strong**.

¶ **New Castle County, Delaware's** first female chief, **Sberry L. Freebery**, announced plans in January to step down after just one year on the job to become top aide to County Executive **Thomas P. Gordon**.

¶ **Gillette, Wyo.** Police Chief **Jeff Pfau**, 44, died in January when a single-engine plane he was piloting crashed in a rugged part of Montana. He was succeeded by **Lieut. Rick Paul**.

Early departure

¶ **Cascade County, Mont.**, Sheriff **Barry Michelotti** ended his term 15 months early in September to become training manager of the Montana Law Enforcement Academy. **John Strandell**, Michelotti's undersheriff for the past seven years, was appointed to finish out his boss's term on Oct. 1.

¶ An 11-month stalemate over filling the **Lewes, Del.**, police chief's post was ended in July when **Lieut. Ronald "Beau" Gooch**, a 16-year veteran, was appointed.

¶ A 22-year veteran, **Clinton Township, Ohio**, Sgt. **Mike Haley**, was named police chief in March to replace the late **Jerry Vrugitz**. Vrugitz, 51, died of a heart attack in January.

¶ Fifty-three-year-old **Leroy O'Shield** was made chief of the Chicago Housing Authority Police Department. O'Shield, a pioneer of the city's nationally recognized Community Alternative Policing Strategies (CAPS) program, will lead a force of 460 police officers and 320 security personnel to serve more than 100,000 public-housing residents.

¶ **Col. Alfred Skolfield**, the head of the Maine Department of Public Safety, announced his resignation on July 2. He will be succeeded by **Lieut. Col. Malcolm Dow**.

¶ The city of **Bristol, Conn.**, swore in its new police chief on April 14, **John DiVenere**, who had been acting as interim chief for the previous six months. The 42-year-old DiVenere is the department's first hometown chief in 20 years. He is succeeding **William Kohnke**, who left to become chief of Pompano Beach, Fla.

¶ One of Ohio's longest-serving police executives, **Bill Lingrell**, retired in March after a 45-year career that included nearly 27 years as head of the Urbana Police Department.

Second time's the charm:

¶ Passed over two years ago as a candidate for Anne Arundel County, Md., police chief, **Larry W. Tolliver** was finally sworn in Feb. 1 after serving as County Executive **John G. Gary's** liaison to police and fire agencies. Tolliver is succeeding **Robert Beck**, the man whom he lost to in 1995. Beck, 51, announced plans to retire in January.

¶ **Candia, N.H.**, Police Chief **Steve Agrafiotis** left his position after five years to take command of the larger

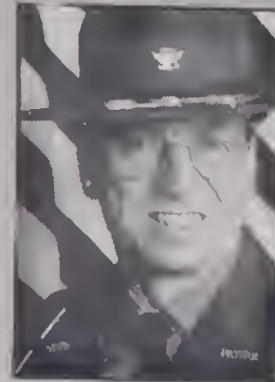
Raymond Police Department just a few miles east.

¶ **Duane Udland** took command Feb. 1 of the Anchorage, Alaska, Police Department after serving as deputy chief for eight years.

Fixer-upper

¶ With a reputation as a rescue specialist, 42-year-old **Michael Berkow** was brought in by South Pasadena, Calif., city officials in June after a spate of ethical lapses including a sex scandal involving former chief **Thomas Mahoney** and the alleged cover-up of a hit-and-run involving a police officer. Berkow is credited with the reforming the Coachella Police Department in Riverside County.

¶ **Col. Kenneth B. Marshall** was sworn Feb. 28 as the Ohio State Highway Patrol's new superintendent, a role that



Kenneth B. Marshall

will have the 28-year veteran presiding over the Patrol's merger into a new state Department of Public Safety. The consolidation is expected to be completed in early 1998.

¶ **Jackson, Miss.**, Police Chief **Robert Johnson** resigned in November, citing the refusal of Mayor **Harvey Johnson** to address his long-term future since the Mayor's election in June.

¶ **Hot Springs, Ark.**, Police Chief **Martin M.**

White Jr. is leaving his post on Jan. 2 to assume a full-time teaching position at the Garland Community College. The development of the department's educational incentive program is one of White's most esteemed accomplishments.

¶ **John Kirvan** was named Key West, Fla., police chief in October, edging out two other candidates. The post was vacant for seven months, after former chief **Ray Peterson** was placed under suspension in March on charges of abusing his fellow officers. Peterson was eventually demoted to captain and an appeal of that decision was settled out of court.

Repercussions

¶ A charge of police brutality made by a black minister against a white officer in **Wilmington, Del.**, led to the resignation of Police Chief **Samuel D. Pratcher**, who stepped down March 21 rather than comply with the Mayor's request that he reassign the officer involved. **Michael A. Boykin**, who had been inspector of investigative operations prior to being named chief by Mayor **James H. Sills Jr.**, said his first order of business would be to restore public confidence in the department.

¶ **Grantville, Ga.**, Police Chief **Jerome Chaffin** was suspended June 9 by the City Council after he refused to write traffic tickets as a way of lobbying for police raises. He resigned June 27, leaving the department with just one full-time officer.

¶ The **Oak Brook, Ill.**, Police Department was accredited by the Commission on Accreditation for Law Enforcement Agencies on July 26, and that milestone would prove a career-capper for village Police Chief **Richard Klaczko**, who resigned shortly thereafter. He was succeeded in October by **Allen Pisarek**, who joined the Oak Brook department in 1974.

¶ Residents of **Sharpsburg, N.C.**, were left shaking their heads with a mixture of grief and incredulity in July following the shooting death of **Wayne Hathaway**, their beloved police chief for the past 16 years. Hathaway, 47, died July 18 of a gunshot wound to the head he had received the day before when responding to a domestic violence incident that also took the life of a woman.

¶ When **Harry Crum** retired July 22 as police chief of Grand Prairie, Texas, leaving behind a flurry of speculation as to his reasons for stepping down. Crum had led the local police force for 12 years, but in the months leading up to his retirement he became a lightning rod for criticism from residents as well as his own officers, particularly over the October 1996 police shooting of a homeless man. Deputy Chief **Charlie Miller** was named interim chief.

¶ Former **Tulsa, Okla.**, police Maj. **Carolyn Kusler** in August became the new chief of Broken Arrow, a city of 70,000. A Tulsa native who joined the police force there in 1974, she decided to apply for the Broken Arrow position when **Gary Seberer** resigned abruptly after just four days on the job. She became Broken Arrow's first female police chief.

Speaking their language

Indiana state troopers don't have to speak four languages like their new superintendent to understand that Mel Carraway's vision for the agency demands integrity, service, and professionalism.

Carraway, the first black man to head the Indiana State Police, was sworn in on Jan. 13 with a mandate from Gov. Frank O'Bannon "Recreate the agency for the 21st century."

To that end, he will try to implement a program that law enforcement, with its hierarchical system, has tended to steer clear of — developing leadership potential in the rank-and-file.

"We shy away from that because we're always looking over our shoulders worrying about the next guy," he said.

Carraway has also made a high priority of upgrading the agency's technological capabilities. In April, the agency began testing mobile-data systems in 10 patrol cruisers as part of a pilot program that Carraway hopes will result in the installation of computers in all patrol vehicles. He would also like to see the communication system improved so that it can provide more comprehensive coverage of the state.

A trained singer with a degree in music from Heidelberg College in Tiffin, Ohio, the 43-year-old Carraway joined the ISP in 1979 following a three-year stint as an Army intelligence officer, where he learned to speak French, German and Korean.

He reached the top, he said, through "hard work, initiative, motivation, and opportunity."

Waiting game

Rubber bullets didn't work. Neither did tear gas, beanbag ammunition, or cutting off her heat, electricity and water. Illinois State Police and local officers even played Barry Manilow music in an attempt to lure Shirley Allen out of her house in Roby so she could be taken in for a court-ordered psychiatric examination.

A 51-year-old widow and former nurse, Allen's one-woman stand began on Sept. 22 when she refused to leave her home at the behest of family members who wanted her evaluated for mental instability, claiming she was paranoid and depressed. Allen had threatened to kill her elderly mother, and had accused relatives of being impostors. A petition was filed in state court seeking her involuntary commitment to a psychiatric hospital.

"This is the hardest thing we've ever had to go through," said Allen's brother, Byron Dugger. "We're just trying to get her some help."

But Allen's one-person standoff, one of the longest in U.S. history, brought right-wing enthusiasts and paramilitary groups to Roby, a one-street farming community. They dubbed the situation "Roby Ridge," after Ruby Ridge, Idaho, where FBI agents engaged in a lethal standoff in 1992 with white supremacist Randy Weaver. The Roby episode, some claimed, was a graphic demonstration of how meaningless individual rights have become in the United States.

Allen held police at bay with a 12-gauge shotgun, and wore heavy layers of clothing to offer some protection against rubber bullets. She kept wet towels over her face and stayed inside after tear gas canisters were tossed into the house.

Police estimated that with bottled water and home-canned vegetables, Allen would have been able to make it through the winter if not for freezing temperatures. Turning her heat back on would have been a step backwards, said authorities.

Finally, on Oct. 30, Allen was captured when she stepped outside to inspect a bucket police had left on her porch. A trooper shot her with a rubber bullet after he saw something shiny in her hands — possibly a gun. The object turned out to be a pair of scissors.

Allen was released in early December after a psychiatric evaluation found no grounds for further commitment. The cost of the 39-day standoff, according to the State Police, was more than \$15,000 a day.

Taylor-made agency

During his 15-year tenure, Metro-Dade County, Fla., Police Director Fred Taylor has grappled with a divergent series of crises that have buffeted the greater Miami area — from the Marel boatlift that brought thousands of criminals and the mentally ill in from Cuba, to the devastation wreaked by Hurricane Andrew in 1992, to South Florida's emergence as a point of entry and distribution for illegal drugs.

Now he is handing the reins to someone else, Taylor called it a career on March 31 after 35 years with the agency. In his place will be Cmdr. Carlos Alvarez, 44, a 21-year veteran who was sworn in the same day that Taylor stepped down.

Taylor said he is leaving the agency satisfied that two of his most important goals have been achieved — bringing it up to

Federal hellos & goodbyes

There have certainly been more frenetic years when it comes to Federal-level personnel changes, but 1997 did not lack for its own share of moments:

A former U.S. Attorney for the District of Columbia, Eric H. Holder Jr., became the highest-ranking African American in Justice Department history when he was confirmed as a Deputy Attorney General on July 17.

Holder succeeded Jamie Gorelick in DoJ's No. 2 post. Gorelick had announced her resignation last January, saying she was taking a "pause" from a career she viewed as a "sprint." The time will spent with her family, said Gorelick, who has two young children.

The FBI lost two second-in-commands this year: William J. Esposito, who said goodbye in October to a 33-year-career with the bureau to take a position in the private sector, and his predecessor as Deputy Director, Weldon Kennedy, who called it a career at the end of February.

Esposito, who joined the FBI as an entry-level employee in 1964, played key management roles in such high-profile investigations as the Unabomber, spree-killer Andrew Cunanan, and the capture of Mir Aimal Kansi, a Pakistani national accused of murdering two Central Intelligence Agency employees in 1993 outside CIA headquarters in Langley, Va.

He also helped revitalize the bureau's delayed efforts to modernize its fingerprint and record programs, and oversaw the complete internal review of FBI laboratories ordered last year as part of a Justice Department investigation into charges of sloppy work by technicians and the processing of evidence to ensure convictions.

A New York native who became a special agent in 1970, Esposito held the No. 2 position for just seven months. He is now senior vice president of corporate security for MBNA America, the nation's second-largest credit card lender.

Esposito's predecessor as second-in-command, Kennedy, had resigned amid mounting criticism of the bureau's handling of the Olympic Park bombing in Atlanta, and the allegations of irregularities at the lab. FBI and Justice Department officials said, however, that the 34-year veteran's departure was unrelated to the crises buffeting the bureau. Twice honored as the Federal Government's Distinguished Senior Executive, Kennedy supervised the investigation of the 1995 bombing of the Federal office building in Oklahoma City.

Two longtime friends and FBI colleagues, David Kriskovich and Livio (Al) Beccaccio, were killed far from home in September, when their helicopter crashed in Bosnia near the city of Bugojno. Leaders in the field of law enforcement training, they had been helping the war-torn country establish its police force.

Kriskovich, a founding director of the Justice Department's International Criminal Investigative Training Assistance Program (ICITAP), is a former FBI official who is credited with helping develop the special weapons and tactical team concept.

His daughter said he died doing what he loved best — improving professionalism in law enforcement.

"He really felt a calling to go," Elizabeth Kriskovich Tansing told The New York Times.

speed technologically, and creating a force that more accurately reflects the racial and ethnic composition of the community.

Alvarez, said Taylor, will continue his goal of putting a computer in every patrol car and will oversee the implementation of a new 800-megahertz communications system. "Any police department," he said, "lives or dies on information, how you collect it, how you disseminate it, how you massage it, and we've been very effective in crime analysis."

Taylor has ruled out another police executive position, but said he will continue to teach recruits at local academies and work as a consultant for various police organizations.

Customer-oriented

Michael Zunk says he just couldn't stand to see the Indianapolis Police Department, where his grandfather, his father, his brother and he had served for so many years, demoralized by the 1996 beating of two civilians by drunken, off-duty officers and the ensuing resignation of Police Chief Donald Christ. So Zunk, 51, despite having retired as a major in 1988, threw his hat into

Beccaccio, 58, was an instructor at the FBI National Academy who had trained thousands of local police officers in a program aimed at molding future law enforcement leaders. He had retired from the bureau in 1995.

"It wasn't about politics for him," said Beccaccio's son-in-law, James Lupton. "It was about helping people. He had a strong conviction that he could do something good."

James M. Fox spent a good portion of his FBI career chasing Chinese and Soviet spies during the harshest days of the Cold War, but the former head of the bureau's New York City office will probably best be remembered for turning organized-crime boss John Gotti's Teflon coating to Velcro.

Fox died on May 16 at the age of 59, reportedly from complications from sepsis. The 31-year bureau veteran was stricken at his office at the Mutual of America Life Insurance Co., where he had served as executive vice president since an unceremonious retirement in 1993.

Known for his quick wit — the Velcro reference to "Teflon Don" Gotti was his — Fox took a leading role in the investigation of the 1993 World Trade Center bombing. In fact, it was his willingness to shed light on that case that brought about a suspension by Director Louis J. Freeh just a few weeks before Fox's retirement was to



James M. Fox

take effect.

He apparently ran afoul of the bureau because of comments he made to a reporter on the case after a judge had ordered officials involved to keep quiet. Fox was reportedly devastated by the 11th-hour disciplinary action, yet nearly 1,000 people showed up for his retirement dinner a few weeks later.

Whether working with Russian spies or organized-crime turncoats, "Jim was great at getting into people's minds, winning people over, developing sources; he knew how to approach them, talk to them," said Richard F. Green, a retired agent who worked with Fox on the FBI's "Russian Squad." Fox's efforts helped convince Salvatore (Sammy the Bull) Gravano to testify against Gotti and other mob figures.

Lewis C. Merletti, a 22-year veteran of the U.S. Secret Service, was sworn in June 6 as the agency's new director.

Beginning his career as a special agent assigned to the Philadelphia field office, Merletti has headed the agency's Presidential Protective Division and its Office of Training.

He was in charge of overseeing President Clinton's trips to Egypt, Israel and Bosnia, and also provided security for then-President George Bush during his 1990 trip to visit U.S. troops in the Persian Gulf.

"For me, this appointment represents more than a culmination of a career committed to enforcing Federal law," he told LEN. "It is also an invaluable opportunity that I have been presented with to lead one of our nation's finest law enforcement organizations into the 21st century."

the ring for the police chief's job and took office on Jan. 20.

Zunk intends to bring to the job some of the skills he picked up in the private sector as security director for St. Vincent's Catholic Hospital, his post-retirement job. In a pre-employment interview with Mayor Stephen Goldsmith, Zunk stressed the importance of customer service.

Unlike customers in the private sector, he said, there is nowhere else for the public to go for law enforcement services. "Dad always said you don't have to be a Rhodes scholar to be a policeman," said Zunk, "you just have to have good common sense and treat people the way you want to be treated. I think we've lost that a little bit."

The downtown melee badly damaged the morale of the 983-officer agency, said Zunk. "It was an embarrassment to the entire department," he said.

Taking up a recommendation submitted by the Police Executive Research Forum, one of the outside sources that Zunk has tapped for its expertise, supervisors who investigate complaints against police officers will now be required to write up a report and send it along to internal affairs officials.

"We weren't able to track our complaints because no report was made," the Chief said.

Gary Poynter: An appreciation

By Louis Slesin

Gary Poynter, who died recently at age 51, was an unlikely hero. He also was an unlikely epidemiologist, researcher, activist and politician. Yet the former Ohio State Highway Patrol officer played all these roles as he tried to protect his fellow officers from needless exposure to microwave radiation. Poynter's motivation was simple. "I am tired of losing friends," he told a U.S. Senate subcommittee in August 1992.

Poynter believed that microwaves from police radar guns caused untold numbers of cancer cases among traffic police officers. We lost Poynter to a heart attack on Nov. 21, but thanks to his efforts, many fewer police officers across the country will be exposed to microwave radiation.

In the late 1980s, Poynter began to look into what was known about the health effects of microwaves and he quickly realized that he had to go public with what he learned. In his home state, Highway Patrol Sgt. Wayne Vessels, who had used a radar unit mounted in the cruiser behind his head, developed malignant skin cancer beneath his right ear. The cancer later spread to his eye and his brain. In Wisconsin, Trooper Arnold Sudbrink also had a radar unit mounted directly behind his head inside his patrol car; he developed a rare type of eye cancer. In California, U.S. Park Police Officer Eric Bendure developed lymphoma in his right thigh, where he had rested his radar gun while it was still turned on and beaming microwaves.

Vessels, Sudbrink and Bendure were not isolated cases. Poynter systematically collected the names of many other police officers who had developed cancer after using radar. At the same time, he scoured the scientific and medical literature trying to find out what the "experts" knew about the health effects of microwave exposure. He went to the library, wrote to radar gun manufacturers and called researchers — and the more he dug up, the more concerned he became.

In the spring of 1990, he assembled what he had learned in a report titled "Traffic Radar: Human Experimentation without Informed Consent." In the introduction, he wrote that his most important discovery was the cover-up of the danger of microwaves. "The military-industrial complex has spent a great deal of time and money to keep information from the public," he charged.

Later that year, Poynter's report became the basis for a two-part series in Law Enforcement News. Word was now spreading throughout the country, and Poynter's phone rang with calls from other officers who told him about their radar use and their cancers.

Soon Poynter had documented 89 cancer cases, primarily testicular, skin and brain cancers and lymphoma. In a letter published in Microwave News, he noted what he considered to be an improbable coincidence: The stricken officers had developed cancer precisely where they had been exposed to microwaves. "Among officers with testicular cancer," he wrote, "20 out of 22 reported using hand-held radar." He pointed out that when the units are not in use, "a common practice is to rest the radar in one's lap." All but one of the

officers with brain tumors reported using window- or dashboard-mounted radar units. "Their radars' antennas would sometimes be aimed directly at their heads," Poynter noted.

Things began to happen. Connecticut banned the use of hand-held radar guns. "Under no circumstances shall the antennas be operational inside the vehicles," instructed a State Police official who oversaw the agency's Office of Field Operations. This was exactly what Poynter had wanted — after all, he had shown that the radar transmitter could be moved outside at a nominal cost. At the end of his 55-page report, Poynter stressed that he did not support a total ban on traffic radar. "We ask only protection from a potential health risk. It's just a small request," he wrote.

Lawsuits were filed seeking damages for cancer victims, epidemiologists investigated cancer rates among police officers, and Congress started asking questions. The media began to take notice.

For Poynter, it all seemed to come together in the summer of 1992. On June 21, "60 Minutes," the leading TV news magazine program, ran a segment about him and his work. The show featured six Grand Rapids, Mich., police officers, all of whom had developed testicular cancer. (A formal epidemiological investigation published the following year showed that cancer rate among the Grand Rapids officers was seven times the expected rate.) Poynter closed the show by telling CBS News correspondent Morley Safer, "The problem I've had in my research in the last three years is many of those guys on that list, I can't talk to anymore 'cause they're dead."

A few weeks later, Poynter was testifying before a Senate subcommittee, which had launched an investigation based on his growing list of cancer victims. He used the opportunity to cut through the technical jargon, bluntly telling the Senators: "Like one police officer told me, it does not take a brick to fall on your head to figure out something is going on here. You do not have to be a rocket scientist to understand, either."

Federal health agencies promised to look into the feasibility of doing an epidemiological study. The Food and Drug Administration issued an advisory with suggestions on how to reduce exposures from radar guns. And promises were made that Congressional oversight would continue. "Senator [Christopher] Dodd and I are going to stick with this until we get some answers," vowed Senator Joseph Lieberman, the Connecticut Democrat who chaired the subcommittee.

But Poynter would soon find out that the military-industrial complex does not give up without a fight and that promises made in Washington often are not kept.

Even though the National Institute of Occupational Safety and Health told the senators that the agency favored a large-scale epidemiological study of the health of police officers, the study would never be done. A NIOSH report issued in 1995 concluded that such a study was not "feasible at this time." The agency, however, did recommend ways to virtually eliminate police officers' exposure to microwaves.

Poynter was disappointed, but didn't throw in the towel. Instead, he filed a Freedom of Information Act request to see why NIOSH had given up on the long-promised study. He

obtained five earlier drafts of the NIOSH report and quickly deduced that someone had intervened. The first three drafts included detailed budgets for doing the epidemiological study. Even the fifth draft recommended that the study be done.

Why then was this recommendation deleted? It all hinged on money — or more precisely, the lack of it. The budgets of Federal health agencies were being cut and no funds were available to pay for a study. Poynter learned. "It's aggravating knowing that the Federal Government says it can't find \$2.6 million to study the health of police officers, yet the military spends \$900 for a hammer," he said. By that time, Poynter's list of traffic officers with cancer had grown to over 225.

In 1995, Poynter retired from the Ohio State Highway Patrol. After completing a two-part update on the issue for LEN, he said he would no longer have time to work on the radar issue. But Poynter still didn't quit — he continued to keep up his contacts and to follow what was happening.

Poynter was not the first activist to try and help those exposed to radar radiation. Joe Towne had developed cataracts and other ailments after working as an Air Force radar technician. In 1969, he sued General Electric, Litton, Lockheed, Raytheon and RCA, and later accepted a financial settlement that included a gag order stipulating that he keep the settlement secret. Undeterred, Towne told anyone who asked. A few years later, Towne and a small group of other people with similar problems formed the Radar Victims Network. For years, they spread the word about the dark side of electronic technology. When Towne died in 1985, the group disbanded.

Poynter was often told he was wrong, that chronic exposure to radar radiation could not cause cancer and that his list was a compilation of otherwise random cancer cases. So few health studies have been completed that no one can be sure what harm, if any, microwaves could present and whether it is the activists or the skeptics who are right.

While Towne's fellow radar victims often were able to win out-of-court settlements, none of the lawsuits filed by police officers ever succeeded. Some were lost in court, while others were abandoned in the face of large legal bills.

As the police radar issue fades out of the limelight, questions are being asked about health effects of microwave radiation from hand-held cellular phones. A new group of activists wants answers, and like Poynter, they are being stonewalled. This time, hundreds of millions of people are at potential risk. Perhaps this time there will be enough pressure to do the studies that eluded Poynter. And maybe this time we will all learn about the true dangers of microwave radiation.

Whatever happens, Poynter's legacy is assured. Many police departments have decided to follow his advice and install radar transmitters outside patrol cars to stop needless exposure to microwave radiation. As Poynter told the Senate almost five years ago: "The saddest point of all is this: These [cancer] cases were preventable."

Louis Slesin is the editor and publisher of Microwave News, which is based in New York City.

The chase is on: Police pursuits are about to have their day in court

¶ Vicki Wilkerson, an Omaha woman, settles her lawsuit against the city for \$497,500 in November. Wilkerson was injured when her parked car was hit by another car being pursued by police.

¶ Virginia State Trooper M.D. Spangler is convicted in February of reckless endangerment for causing an accident that killed a minister and injured his wife in 1995. Spangler was going nearly 100 miles per hour chasing a speeder when he lost control of his cruiser and hit the victims' car. The speeder was never caught.

¶ West Memphis, Ark., Sgt. Stan Burch is seriously injured in June and two people are killed when his cruiser collides with their vehicle head-on as the officer pursued a stolen-car suspect.

As many law enforcement officials know, few high-speed police chases begin or end as dramatically as the case that began in Long Branch, N.J., on Nov. 20 in which a man murdered a local police officer, sped away in a

cruiser, took shots at police, and ended up killed in a shootout at the toll plaza of the George Washington Bridge.

Rather the vast majority — about 75 percent — begin as traffic violations. A lawsuit that began as just such a case was heard on Dec. 9 by the U.S. Supreme Court. The Justices' decision on the appeal from Sacramento County, Calif., which is expected sometime before July, will likely establish a future legal standard of liability for injuries resulting from high-speed chases.

Sacramento County v. Lewis, the case now before the Court, concerns a 16-year-old boy who was killed after a patrol car driven by a sheriff's deputy engaged in a nighttime pursuit of a motorcycle on which the boy was a passenger. The chase ended when the motorcycle, reaching an estimated speed of 100 miles per hour, crested a hill and slid to a stop in the middle of the road. After skidding for 147 feet, the sheriff's vehicle hit it, striking and killing the teen-ager.

His parents sued the deputy, the

other officer in the car and the county, claiming their son was deprived of his rights under the 14th Amendment. A Federal District Court in Sacramento ruled in favor of the officers and the county on the grounds of qualified immunity. The law concerning police pursuits, the court said, was not clear enough to give an officer notice that a decision to pursue a fleeing suspect could deny him his due-process rights.

That ruling was overturned on appeal by the U.S. Court of Appeals for the Ninth Circuit, which held that the appropriate degree of fault to be applied in determining whether a high-speed chase violates the 14th Amendment is the "deliberate indifference" or "reckless disregard" standard. No reasonable officer, the appellate court concluded, could have believed "such conduct was completely immune."

The county argued before the Supreme Court that the Ninth Circuit's ruling leaves police vulnerable to lawsuits, and will have a chilling effect on the performance of their duties.



Denver police officers investigate an accident that occurred during a pursuit last April. The chase began in a suburb and ended near the State Capitol after the driver being pursued lost control and hit two other vehicles before flipping over.

(Wide World Photo)

Something about Nichols doesn't add up for some

McVeigh's Oklahoma City bombing co-conspirator beats the executioner

When 29-year-old Timothy McVeigh was convicted of conspiracy and murder in the 1995 bombing of the Oklahoma City Federal building and subsequently sentenced to death, few could have predicted that the trial of his co-conspirator, Terry L. Nichols, would have provoked the level of outrage and anger that it has.

Nichols, 42, was convicted on Dec. 28 of conspiracy and involuntary manslaughter. He was acquitted, however, of the actual bombing of the building and the murders of 168 people, including eight law enforcement officers. The jury's decision, which was announced after 41 hours of deliberation over six days, inflamed the passions of survivors of the blast and the families of the dead.

But then emotions got ratcheted up yet another notch, as Nichols miraculously managed to avoid the death penalty as well. As this issue was in pro-

duction, a deeply divided jury reported back to Judge Richard P. Matsch that it was hopelessly deadlocked and could not decide on how active a role Nichols played in the planning of the explosion. Without such a decision, there would be no death penalty.

Matsch, who then excused the jury, cannot impose the death penalty on Nichols; only a jury can do so. However, Matsch still retains broad discretion under Federal sentencing guidelines. Nichols could be sentenced to life imprisonment, or possibly a lesser term. The judge's decision will come later this year.

Niki Deutchman, the jury forewoman, said during an impromptu press conference: "I felt like he knew there was a bomb and that he was involved right up until the end."

Other jurors, however, believed Nichols played only a bit part in the conspiracy and may not have known a

bomb was involved.

"There were people who felt that he was involved, that he knew there was a plan that involved something big and bad, but not necessarily what it was," she said.

Deutchman also made it clear that she believes the Government had "dropped the ball" in searching for other conspirators.

"I think there are other people out there," she told The New York Times, "and a decision was probably made very early on that Tim McVeigh and Terry Nichols were who they were looking for, and the same sort of resources were not used to try to find out who else might be involved."

Eschewing comparisons with the jury in the McVeigh case, Deutchman said her jury had not had all the information available to it that the jurors in that case did. "It was not easy to make decisions about Terry Nichols," she

said, adding that it was "arrogant" of the FBI to demand that jurors take it at its word, after failing to tape-record interviews with Nichols, or any other witnesses.

McVeigh, the angry loner with a homicidal anger toward the Government that led him to fill a rented truck with fertilizer and racing fuel and blow up innocent men, women, and children on April 19, 1995, did not allow survivors or the families even a speck of the understanding they hoped they would have when he finally spoke, moments before being sentenced to death on Aug. 14.

"Our Government is the potent, the omnipresent teacher. For good or for ill, it teaches the whole people by its example," said McVeigh, quoting a dissent by Justice Louis D. Brandeis in a 1928 Supreme Court decision.

In the larger passage, Brandeis warned that the Government may not

commit crimes to enforce laws, and may expect "terrible retribution" if it does.

Throughout the six-week trial that began March 31, the decorated Army veteran who fought in the Gulf War, sat mute as his lawyer, Stephen Jones, sought unsuccessfully to undermine both the credibility of witnesses and the forensic evidence that was presented in what some had characterized as a largely circumstantial case on the part of the Government.

Lon Fortier a principal witness for the prosecution, testified under immunity. She and her husband, Michael Fortier, had put McVeigh up in their Kingman, Ariz., trailer for weeks at time beginning at the end of 1993. Fortier, an Army buddy, had been one of McVeigh's closest friends.

She testified that on one visit in 1994, McVeigh told them he planned to destroy the Federal building with a bomb, and piled soup cans on the floor to show how he would stack the barrels to make the explosive device. He also told the Fortiers how he had stolen and bought components for the bomb, she said, and took Michael Fortier to see the building.

Jones grilled the 24-year-old Mrs. Fortier for four hours, seeking to portray her as a drug user and liar who once hoped to make big money from the sale of book and movie rights to her version of the bombing.

She told Jones that the box she and her husband cleared out of McVeigh's room after the bombing contained dozens of blasting caps, fuses, binary explosives, electric matches and detonators. The devices had been given to them, she said, by McVeigh.

When asked why, for weeks after the bombing, she had proclaimed McVeigh's innocence to the media, friends, family and authorities, Fortier admitted she had lied.

Another blow for the defense came in May, when prosecutors introduced a handwritten letter sent two months before the blast to a Michigan woman McVeigh was trying to recruit into a "citizens' militia."

In the letter, he says: "I might as well do something good while I can still be 100 percent effective. My whole mindset has shifted from the intellectual to the animal." The letter also contains a reference to the Government standoff with Randy Weaver at Ruby Ridge, Idaho. McVeigh predicts: "What goes around, comes around."

More damaging even, prosecutors found a desk clerk at the Dreamland Motel in Junction City, Kan. who testified that just days before the explosion, he saw McVeigh driving a Ryder truck. Prosecutors claim McVeigh rented the truck there, then filled it with the fuel-and-fertilizer mixture and drove it to Oklahoma City.

A scandal that broke just before the trial began provided McVeigh's defense team with some leverage in terms of discrediting what little forensic evidence there was in the case. A report by the Justice Department's inspector general called the bomb site "a mess," and said that debris taken from the site could have been "cross-contaminated" when it was placed in the same room with other explosives.

Frederic Whitehurst, a whistle-blowing FBI scientist, also charged that lab technicians faked evidence in the bombing case.

When it comes to traffic enforcement, there's plenty for everyone to fume over

Shoot-the-carjacker laws. Police protests over alleged ticket quotas. New guidelines concerning traffic stops. Each state, it seemed, had its own cross to bear last year when it came to policing the nation's highways.

In Louisiana, the catch-phrase "go ahead, make my day" was once again in the public eye, as the state on Aug. 15 enacted a new law that permits the use of deadly force to ward off a carjacker. The state already has legislation that protects victims in potentially lethal attacks, but the new law eliminates the requirement that the victim sense "imminent danger" of death or serious injury before taking action. It also no longer requires that a victim try to make an escape before using violence. And there, as they say, lies the rub.

While lawmakers claim that the expansion of what is essentially the state's 1983 "shoot-the-burglar" act to include carjacking gives victims a fighting chance, gun-control advocates say it simply makes it just too easy for those who have resorted to deadly force to claim self-defense, and have called it open season on panhandlers, and others whose motives might be misinterpreted.

As it turned out, it wasn't long before the law was put to the test for the first time, when Aaron Bottoms shot and wounded Ernest Allen during an alleged carjacking in Jefferson Parish in early November. Bottoms was not charged after police found the alleged carjacker's gun.

But Jefferson Parish District Attorney Paul Connick Jr. said that even under the old law, Bottoms would probably not have been charged. In a less clear-cut case, where there were no witnesses and the victim was unarmed, Connick said, he would be more reluctant to let the shooter off.

"This law may not exonerate that person, if the facts don't warrant it," he said.

State troopers in Wisconsin and local officers in Mendham Township, N.J., are fuming over what they claim is a ticket-writing quota that has re-

sulted in some officers receiving written reprimands and unsatisfactory performance memos.

In Mendham Township, Sergeants Vincent J. Romano and Thomas R. Zenick, both veterans of more than 20 years, filed suits against local officials, claiming they were unfairly disciplined because they disobeyed an order to write at least one traffic ticket per shift.

The two were reportedly notified on June 10 that they had received written reprimands. The lawsuit seeks to have these voided and that the directive be scrapped.

The plaintiffs' attorney, Michael Bukosky, said Mendham Township officials are calling the instruction a performance evaluation, "but it smells like a ticket quota and acts like a ticket quota."

In Wisconsin, meanwhile, troopers in November convinced state Representative DuWayne Johnrud, who is a former Brown County sheriff's deputy, that legislation is needed that would prohibit a practice they deem a quota.

Under a new system for measuring trooper activity that began last Jan. 1, officers may be ranked based on the number of motorists they pull over. Such a gauge, troopers claim, hurts them because weekly performance evaluations that tally these "contacts" with drivers could result in unsatisfactory memos being placed in their permanent personnel file.

"You can't just put things in writing and tell people to make arrests," said Trooper Casey Perry, a 19-year veteran who is president of the Wisconsin State Patrol Union. "That's a quota. I don't care what they say. It's a quota."

Johnrud, who plans to model his legislation on laws in Iowa, Michigan and Minnesota that prohibit police quotas, said the system is unfair to both troopers and motorists. Nobody, he said, wants to be the last driver a trooper sees when he has a quota to fill and is having a bad day.

When it comes to irritating law enforcement on traffic-related subjects, though, it may be hard to top the rulings handed down this year by courts

in Maryland and Pennsylvania concerning drunken driving and traffic stops, which were roundly denounced by officials in those states.

Maryland Attorney General J. Joseph Curran Jr. characterized as "very wrong" a ruling in May by the state's Court of Appeals that bars police from detaining passengers during routine traffic stops. Curran said he is considering asking the U.S. Supreme Court to examine the decision.

The Supreme Court already had its say on traffic stops three months earlier, when it held that police may order passengers out of cars they've pulled over, because of the potential threat to officer safety. The Maryland court ruling, which runs directly counter to the Supreme Court decision, stems from a 1993 case in which Somerset County police tried to detain Bruce L. Dennis, a passenger in a car stopped for running a red light and speeding. Dennis, who left the car and refused orders by police to stop, was tackled and arrested. He was convicted of disorderly conduct and battery. The court reversed the decision, saying police had no reason to arrest Dennis.

Police officials said the decision would put police in danger by allowing passengers to roam free while they were questioning drivers at night or on isolated highways.

On Oct. 15, the Pennsylvania Superior Court weighed in with a ruling that said police cannot pursue motorists who make U-turns to avoid sobriety checkpoints, even if it means drunken drivers will be able to avoid capture. Mere avoidance of a roadblock, wrote Judge Vincent A. Cirillo, does not "give rise to reasonable suspicion."

But Bucks County District Attorney Alan M. Rubenstein retorted that common sense dictates that "the guy who makes a U-turn is probably intoxicated."

In Louisiana, stricter guidelines on traffic stops were the consequence after an NBC-TV news program exposed authorities in Calcasieu and Jefferson Davis parishes making questionable stops of out-of-state motorists along

Interstate 10.

The guidelines, which were included in revisions to the state's asset-forfeiture laws that Gov. Mike Foster approved in July, state that traffic stops may not last longer than is "reasonably necessary" to write a ticket. The provision is intended to prevent searches or calls for backup officers to make a search while the ticket is being written. It does not apply, however, when there is "reasonable suspicion of additional criminal activity."

Florida this year not only came out at the top of the list (once again) for the nation's most hot-tempered and abusive drivers, but police in three of its largest departments in Broward County came under suspicion for taking professional courtesy too far by allowing colleagues to get away scot-free after causing accidents.

Officials of the Broward County Sheriff's Department and the Fort Lauderdale and Margate police departments ordered internal reviews conducted after The Miami Herald asserted that the vast majority of police agencies in South Florida rarely if ever ticket their own for preventable accidents.

The newspaper found that in 1994 and 1995, police in Broward and Dade counties reported 2,057 serious accidents. Police were faulted in 463 of those, but ticketed only 34 times. By contrast, two out of every three civilian motorists at fault in accidents were ticketed.

And in South Florida, apparently one should never underestimate a fellow driver's capacity for mayhem. A study by the American Automobile Association for Traffic Safety found that of a representative sample of 150 cases of drivers acting violently, 29, or nearly 20 percent, occurred in Florida. Of those, nearly half happened in Miami.

The study did not include an April 14 incident in Broward County in which Sixto Gomez, a father of three, was killed when he momentarily blocked the exit of a shopping center. Rene Alex Bodden, 24, complained; an argument ensued, and Gomez was shot dead.

And now, a few words from the High Court

Quietly, Justices leave their mark on key CJ issues

In ways that were at once subtle yet unmistakable, the U.S. Supreme Court this year made an imprint on key law enforcement and criminal justice issues, knocking out a controversial background-check requirement for handgun buyers, requiring police to justify "no-knock" searches in drug cases, and allowing police to order all passengers out of vehicles during traffic stops.

The Justices also upheld a Kansas law allowing indefinite confinement in mental institutions for convicted sexual predators, a ruling that some observers hailed as a boon to state efforts to prevent repeat offenders from continuing to commit crimes.

Background shots

The June 27 ruling that struck down the background-check provision of the Brady Law was among the Court's most widely anticipated actions of 1997. By the narrowest of margins, the Court ruled 5-to-4 that the Federal Government cannot require local law enforcement officials to check the backgrounds of prospective handgun buyers, saying that Brady provision violated "the very principle of separate state sovereignty."

The Brady Law, which was passed in 1993 after a contentious six-year legislative battle, was widely supported by leading law enforcement organizations and officials. However, two Western sheriffs — Jay Printz of Ravalli County, Mont., and Richard Mack of Graham County, Ariz. — resisted the background-check mandate and filed separate Federal lawsuits that eventually led to the Supreme Court's ruling.

The sheriffs maintained that the checks constituted unfunded Federal mandates and were costly and time-consuming procedures that prevented deputies in their small agencies from carrying out their duties. But in 1995, the U.S. Court of Appeals for the Ninth Circuit heard an appeal by the Federal Government and upheld the law.

The Supreme Court's ruling was grounded in recent decisions that affirmed and enhanced states' rights via the 10th Amendment's guarantee of state sovereignty, the 11th Amendment's protection of states from lawsuits to enforce Federal laws, and the Constitution's interstate-commerce clause.

Writing for the majority, Justice Antonin Scalia observed: "The Federal Government may neither issue directives requiring states to address particular problems, nor command the states' officers, or those of their political subdivisions, to administer or enforce a Federal regulatory program."

In dissent, Justice John Paul Stevens likened the Brady Law provision more to a "statute requiring local police officers to report the identity of missing children... than to an offensive Federal command to a sovereign state.... If Congress believes that such a statute will benefit the people of the nation... we should respect both its policy judgment and its appraisal of its constitutional power."

Some observers suggested that the impact of the ruling would be minimal since the requirement applied only to the 23 states that did not have background-check systems in place. The provision is scheduled to expire in November 1998 when an instant-check system to be operated under the aegis of the FBI is due on line.

Stepping out

Police safety was a key issue before the Supreme Court when it ruled on Feb. 19 that police can order all passengers, not just the driver, out of vehicles stopped for routine traffic violations, citing the need for officers to protect themselves during one of the most potentially dangerous law enforcement procedures.

"Danger to an officer from a traffic stop is likely to be greater when there are passengers in addition to the driver in the stopped car," said Chief Justice William H. Rehnquist, who wrote the 7-to-2 majority decision, noting that 11 police officers were killed and nearly 6,000 assaulted during traffic stops in 1994. "Regrettably, traffic stops may be dangerous encounters," he observed.

In dissent, Justices John Paul Stevens and Anthony M. Kennedy argued that officers should be allowed to order passengers out of vehicles only when they actually suspect imminent danger. "The Constitution should not be read to permit law enforcement to order innocent passengers about simply because they have the misfortune to be seated in a car whose driver has committed a minor traffic offense," wrote Stevens.

Noting that the Court has broadened police discretion in deciding to pull over motorists, Kennedy said the latest ruling on the issue "puts tens of millions of passengers at risk of arbitrary control by police."

The ruling reversed a Maryland appeals court decision that said crack cocaine found during a traffic stop conducted by Baltimore County police in 1994 could not be used as evidence against a passenger, because the officer did not have the right to order him from the car.

I hear you knocking

In a decision that will have wide-reaching effects on police

searches, and also hinged in part on the issue of police safety, the Supreme Court ruled on April 28 that law enforcement officials must announce their presence before executing a search warrant, even in high-profile drug cases. The unanimous ruling struck down a 1994 decision by the Wisconsin Supreme Court that granted police blanket permission to conduct "no-knock" searches in all felony drug investigations.

Writing for the Court, Justice John Paul Stevens noted that Fourth Amendment protections against illegal search and seizure would be rendered meaningless if blanket exceptions to the general "knock-and-announce" requirement were to be allowed "for each category of investigation that included a considerable risk of danger to officers or destruction of evidence."

Added Stevens: "The asserted governmental interests in preserving evidence and maintaining safety may not outweigh the individual privacy interests intruded upon by a no-knock entry." In light of the ruling, police who make unannounced searches will have to obtain special no-knock search warrants from a judge in advance or be prepared to justify their actions later in order to admit evidence seized in the course of a no-knock raid.

Throw away the key

States now have greater authority to confine repeat sex offenders and sexual predators after they've completed prison terms, under the terms of a Supreme Court ruling handed down June 24. The decision upheld a Kansas law that permits authorities to confine sexual predators in hospitals for the criminally insane even without a clinical diagnosis of mental illness.

The Kansas Supreme Court had declared the law unconstitutional, citing its vague definition of "mental abnormality." The law required a quasi-criminal court proceeding in which the state had the burden of proving beyond a doubt that the offender can be defined by the law's criteria as a sexual predator. Confinements ordered by authorities were reviewed annually by state courts to determine whether they were still justified.

Writing for the majority in the 5-4 decision, Justice Clarence Thomas asserted that "a finding of dangerousness, standing alone, is ordinarily not sufficient ground upon which to justify indefinite involuntary commitment." However, Thomas added, the Kansas law "links that finding to the existence of a 'mental abnormality' or 'personality disorder' that makes it difficult, if not impossible, for the person to control his dangerous behavior."

The High Court's decision bolstered yet another weapon in the arsenal of states seeking to crack down on sex offenders, often through post-incarceration monitoring and community notification. A variety of laws, some still facing court challenge, have been drafted in recent years in the wake of notorious, violent crimes committed by repeat sex offenders, including some who criminal justice experts believe are beyond rehabilitation.

Injuries, but no damages

Citizens who sue local governments because of injuries suffered at the hands of police will have a tougher time pressing their cases, after the Supreme Court on April 28 threw out an \$818,000 damage award to an Oklahoma woman who was the victim of excessive force during a traffic stop.

The Court ruled that Bryan County, Okla., was wrongly held

liable for a 1991 incident in which Jill Brown was pulled from a car and thrown to the ground by Deputy Stacy Bums, sustaining injuries that have led to four operations and will require knee replacements. The incident occurred after the car her husband was driving was pulled over after he attempted to avoid a checkpoint.

Brown sued, charging that Sheriff B.J. Moore, who is Bums's great uncle, had not adequately reviewed the deputy's background, which included criminal convictions for misdemeanors including assault and battery, resisting arrest and drunkenness. But the Supreme Court set aside the damages and absolved the county of liability.

"Bryan County is not liable for Sheriff Moore's isolated decision to hire Bums without adequate screening," Justice Sandra Day O'Connor wrote for the majority. "Congress did not intend municipalities to be held liable unless deliberate action attributable to the municipality directly caused a deprivation of Federal rights."

And then they wrote...

In other actions during 1997, the Supreme Court:

¶ Refused to reinstate an invalidated affirmative action plan to increase the number of minority police sergeants in Flint, Mich. Without comment, the Justices rejected arguments by city officials that requiring half of all those promoted to be minorities was justified because of past discrimination.

¶ Rejected an appeal by Chicago police officers who wanted duty pay for lunch breaks.

¶ Ruled that Federal judges may consider for sentencing purposes earlier charges for which the defendant had been found not guilty.

¶ Unanimously agreed that prosecutors who don't tell the truth when trying to justify an arrest warrant are not always shielded from being sued by innocent people who are jailed as a result of the prosecutor's action.

¶ Ruled that private jailers are not entitled to the same qualified immunity as guards at government-run prisons.

¶ Rejected an appeal by a convicted crack dealer who argued that sentencing disparities for crack and powder cocaine offenses were racially discriminatory. This fall, the Justices agreed to decide what sentencing rules should apply to people found guilty of narcotics conspiracies involving more than one illegal drug.

¶ Decided to consider whether the Government can constitutionally seize all money someone has tried to send out of the country without first filing required Customs Service forms that are intended to trace money-laundering of illegal drug proceeds.

¶ And, in a case sure to yield one of the more widely anticipated rulings of 1998, the Justices on Dec. 9 heard arguments in a liability case stemming from a lethal police pursuit in California. The case, *Sacramento County v. Lewis*, which is expected to be decided by July, turns on whether there is a broad Federal right to sue police officers whose high-speed chases result in injuries or deaths.

The U.S. Court of Appeals for the Ninth Circuit has held that police could be forced to pay damages if officers showed a "reckless disregard" for the fleeing suspect's life and safety when they initiated the pursuit.



[Wide World Photo]

Whistle-blowers sound off

A New York City Council hearing on police corruption and brutality got an informed earful in September when former police officer Frank Serpico and the Rev. Joseph Trnmboli, a former detective, made an appearance to endorse an independent board to monitor and investigate civilian complaints. Serpico helped blow the lid off a police corruption scandal that led to the Knapp Commission in the 1970's. The corruption-fighting efforts of Trnmboli, the 1993 LEN Man of the Year, led to investigation and reform in the early 1990's.

Troubles afoot for the new weapon of choice

Progress in non-lethal weaponry runs into pepper-spray controversies

Since the early 1990's, pepper spray has gradually become the non-lethal weapon of choice for countless law enforcement agencies around the country, which have found it an effective way of subduing unruly suspects. But this past year, a disturbing number of incidents arose in which its use was seen as nearly torture on suspects whose potential threat to police was at best unclear.

Among the most controversial of these cases were two that occurred on Sept. 15 and Oct. 16 in Eureka, Calif., in which groups of young protesters in two separate incidents chained themselves together and staged sit-ins — one in the office of U.S. Representative Frank Riggs and the other in the headquarters lobby of the Pacific Lumber Co. The protesters were demonstrating against the clear-cutting of one of the nation's last old-growth forests.

What happened next has been the subject of some dispute, with Eureka police, Humboldt County sheriff's deputies and Riggs himself claiming that police acted appropriately when they swabbed the protesters' eyes with liquid pepper spray, causing excruciating pain to the immobilized suspects.

"We believe that our directives and our policies provide for the selection of a number of force options, including the use of OC spray or mace to assist us in making lawful arrests and intervening in situations that could or may become worse," said Eureka police Capt. Bill Honsal. "You had to be there to understand why we selected that."

But both the Police Department and Sheriff's Department were sued in October for violating the civil rights of the protesters under the same Federal laws that were invoked in the Rodney King beating case in Los Angeles. In the case involving the sit-in at Riggs's office, the suit filed in U.S. District Court claims officers violated standard police practices as well as guidelines from the National Law Enforcement Policy Center for the use of the spray. The spray, it says, should not be directed into the eyes of a suspect less than two feet away, should not be used on people in restraints, and should not be used as a punishment.

In another case, a Lancaster, Texas, woman filed a \$50-million suit against the city, several officials and police officers after she was sprayed in the face with OC while handcuffed. The victim, Cynthia Gillespie, had been arrested for disorderly conduct after a fight with a store manager. The incident resulted in a 15-day suspension for Officer Dyson Ward Adams.



Photographs taken from a controversial videotape reportedly shot by the Eureka, Calif., Police Department show officers allegedly rubbing the eyes of protesters with cotton swabs soaked in liquid pepper spray.

Police Officer Darrell Lockett of the Irvington, N.J., Police Department was suspended without pay on Oct. 30 after being charged by an Essex County grand jury with assaulting seven residents with pepper spray and a flashlight. Three of the victims were not arrested; the other four were charged with such minor

offenses as shoplifting a package of Life Savers. Lockett allegedly sprayed directly into the face of a 16-year-old girl who was handcuffed in the back of his cruiser.

And in Bluefield, W.Va., officials are looking into allegations that Police Chief Michael Poe was driving without a license and pepper-sprayed three people outside a nightclub in March.

These incidents, along with a number of fatalities that pepper spray is suspected to have had a hand in causing, have led some departments to think twice about issuing it. The NAACP last year asked that the Winston-Salem, N.C., Police Department stop using the spray because 115 out of 144 people it used it on were black, including 36-year-old Warnie Lee Patten, a suspect who died in October after being sprayed.

But still, many department's believe in the effectiveness of pepper spray as an alternative to the nightstick or the gun.

In fact, the New York City Police Department announced in March that it would be using an even more potent form of the spray, one enhanced with citrus fibers to make it foam up and adhere. The new canisters, which would carry twice as much spray, could be used against suspects up to 15 feet away.

A study released in April, in which researchers from the National Institute of Justice and the University of Louisville analyzed data from pepper-spray incidents that had been compiled by the Baltimore County, Md., Police Department and the International Association of Chiefs of Police, gave the spray a qualified thumbs-up. Of the officers who were surveyed, 85 percent answered yes when asked if suspects were incapacitated enough to be arrested after being sprayed.

While the pepper gas may not live up to manufacturers' claims of a 95-percent or better effectiveness, researchers found it did cause suspects to become incapacitated or submissive about 70 percent of the time.

And if the pepper doesn't do the trick, perhaps beans will. The latest trend, which began to take off noticeably in 1997, is the use of beanbag rounds, with numerous departments reporting that they had used the non-lethal shot to subdue and arrest suspects.

Like pepper spray, however, the beanbag rounds are popular but far from foolproof. Some suspects have been accidentally injured with the rounds, and others have been away to run away. The answer, according to some law enforcement officials, will probably lie in more training and better tactical use of the rounds.

Does third-world torture have a place in Brooklyn?

It went far beyond what is considered a justifiable use of force, and has even been likened to the kind of torture that police in other countries use against prisoners and dissidents. By all accounts, the brutality endured by a Haitian immigrant, Abner Louima, allegedly at the hands of four New York City police officers shocked and outraged not only civilians, but the law enforcement community as well.

Four officers assigned to the 70th

Precinct in Brooklyn — Justin Volpe, Charles Schwarz, Thomas Bruder and Thomas Weise — are charged with beating Louima with a police radio and their fists while on the way to the station house. Volpe is also charged with jamming the handle of a toilet plunger up Louima's rectum, severely injuring internal organs, and then shoving it down his throat, breaking his teeth. Schwarz is accused of holding Louima down during the alleged attack, which

occurred in the bathroom of the precinct house on Aug. 9.

Ninety minutes elapsed before Louima was taken to Coney Island Hospital with severe internal injuries to his colon.

The incident began when Louima was arrested during a melee at a popular Caribbean nightclub in Flatbush. Volpe believed — mistakenly, according to officials — that Louima was the suspect who struck him during the fracas. According to sources at the precinct, Volpe, the son of retired detective Robert Volpe, the NYPD's renowned art forgery expert, was incensed by Louima's actions and demanded that he be hand-delivered when he arrived at the stationhouse with Bruder and Weise. Volpe was "irate and pounding something into the palm of his hand," officers at the 70th Precinct told investigators.

Once he got his hands on Louima, Volpe then allegedly escorted the suspect to the bathroom where he sodomized him with a stick. Volpe apparently borrowed a pair of leather gloves from another officer, and allegedly returned them stained with blood, say sources. Other officers, paramedics, and hospital personnel claim they heard Volpe say he "had to break a man."

In October, Federal prosecutors be-



I'LL BRING MY LAWYER. . . : New York City police officer Justin Volpe and his attorney, Marvyn Kornberg, leave court in Brooklyn Sept. 8 after Volpe pleaded not guilty in the Abner Louima case.

gan to subpoena officers from the precinct to testify before a grand jury. Sources said the officers were called to U.S. District Court as "witnesses" who will lay the groundwork for an indictment against the four officers should the case be moved to Federal jurisdiction. So far, the FBI and the department's internal affairs investigators have found no evidence of a cover-up, conspiracy or pattern of brutality at the precinct, sources said.

In the wake of Louima case, Police Commissioner Howard Safir began re-

placing desk officers at each of the city's 76 precincts with higher-ranking lieutenants. Sgt. Jeffrey Fallon, the 32-year-old ranking officer at the precinct at the time of Louima's arrest, was suspended from duty and is awaiting a departmental trial on charges of "failure to supervise."

In an unprecedented move, Safir, who railed at having his hands tied administratively by the stringent dictates of Civil Service rules, ordered the four officers to stay home on full salary after their 30-day suspensions ended.



. . . AND YOU BRING YOURS: Alleged police torture victim Abner Louima (r.) and attorney Johnnie Cochran talk before Louima addressed a gathering in his honor last October. (Wide World Photos)

Painting a first-ever picture of use of force

This year marked a milestone in the police use of force — and no one got hurt in the process.

The landmark was the release of findings from the Justice Department's first-ever survey of routine interactions between police and citizens, including information about instances in which police resorted to force.

The survey, conducted by the Bureau of Justice Statistics during 1996, found that roughly one in five Americans age 12 and older have some sort of face-to-face contact with police officers annually.

One-third sought police help or offered assistance to police themselves; an additional one-third witnessed or reported a crime, while a little less than one-third said police initiated the contact.

The most anticipated data, however, involved the use of force, the spectrum of which ranges from the relatively benign, such as orders shouted to suspects, to worst-case scenarios in which batons or firearms are used by police against unruly suspects.

The survey, whose data were derived from questions appended to the annual BJS National Crime Victimization Survey, was mandated by Congress as part of the 1994 crime control act. Provisions in the law also gave the Justice Department new powers to take civil action against police agencies that exhibit a pattern of using excessive force. Congress ordered the Justice Department to begin gathering data on police-citizen contacts to determine the scope of the force problem.

Still, the survey, the findings from which were made public Nov. 22, provided little ammunition to law enforcement critics who have contended that police are more violent toward suspects and that the problem is more widespread than suspected and is increasing. Less than 1 percent of the citizens who had contact with police reported that cops threatened or used force against them, and a majority of them admitted that their own actions may have contributed to a forceful police response.

Of the 6,421 people ages 12 and older who responded to the survey — and who represent about 215 million residents nationwide — only 14 said police actually used force or warned them that it was going to be used.

Ten of the 14 also reported that their own actions, such as threatening police or refusing to be handcuffed, may have provoked police into threatening or using force. Only four of the respondents said they had experienced force or the threat of force from police in which they had done nothing to provoke the incident.

But extrapolated to a national population, the 14 respondents represented

However you spin the data from the BJS use-of-force study, the information should prove helpful to policy-makers.

an estimated 500,000 people who were "hit, held, pushed, choked, threatened with a flashlight, restrained by a police dog, threatened or actually sprayed with pepper spray, threatened with a gun or experienced some other form of force," the report stated.

Of the 500,000, an estimated 400,000 also reported being put in handcuffs, the data found, with blacks and Hispanics making up about half of the people who reported such contacts with police — although they make up only about one-fifth of the population covered in the survey.

Those who said force was a part of their contact with police were too few in number to permit any comparisons by ethnic group, although the survey concluded that blacks and Hispanics are about 70 percent more likely to have contact with police than whites. For Hispanics, contacts were more likely to have been initiated by police, often during the investigation of a crime.

While some officials said they believe the number of people experiencing police use of force might have been underestimated, they said the survey will nonetheless provide important information that will help policy-makers. More importantly, noted Mark Henriquez, who heads a voluntary national data collection program to document use-of-force incidents, the findings "consistent with other studies" and could act as a catalyst for improved police-community relations.

Jan Chaiken, the director of BJS, said the survey shows police use of force is "uncommon," because the number of people reporting it represent "such a small fraction of the overall number of people who come into direct contact with the police every year."

Still, one expert on police use of force cautioned against taking too rosy a view of the problem. "Even if you take just a small fraction of that number to account for verifiable cases of excessive use of force, there is still a huge ripple effect," said William Geller, an official of the Police Executive Research Forum, in an interview with The Washington Post. "As we have seen several times recently, one incident of excessive force can taint attitudes towards law enforcement in an entire community."

"Ripple effects" from a use-of-force incident, particularly those involving excessive force resulting in injuries or deaths of suspects, can have wide-rang-

ing ramifications as a sampling of events from 1997 show:

¶ In February, the Pittsburgh Bureau of Police began to implement provisions of a five-year consent decree devised by the Justice Department to correct an alleged pattern of police abuse that included claims that officers used excessive force, made false arrests and conducted improper searches. The decree was the first to be signed by a major city since DoJ was authorized by the 1994 Crime Control Act to sue law enforcement agencies based on alleged abuse by officers.

¶ Wilmington, Del., Police Chief Samuel Pratcher resigned in March in the wake of the beating and arrest of a prominent black minister, allegedly by a white officer. Michael A. Boykin, the 19-year veteran of the agency who succeeded Pratcher, said his "first and foremost" task is "rebuilding public trust"

that was shaken by the incident.

¶ To settle a lawsuit by the family of a man who died after being hog-tied in 1995, Los Angeles police officials announced in July that officers are barred from using the restraint, which has cost the city more than \$2 million in liability payments in the past five years. The Police Department's training division began to develop alternative procedures that can be used along with a hobble-restraint device.

¶ Saying that Civil Service rules tied his hands in disciplinary matters, New York City Police Commissioner Howard Safir in September called on the state Legislature to abolish the Civil Service rule that limits to 30 days any unpaid suspensions for police officers suspended because of misconduct. Safir acted after he barred four police officers accused in the beating and torture of a Haitian immigrant from returning to work for even modified desk duties. [See related article, Page 22.]

¶ Former Detroit police officer Larry Nevers was released from a Federal prison Dec. 31 after an appeals court overturned his conviction for murder in the 1992 beating death of Malice Green, ruling he did not get a fair trial. The release came five months

after the Michigan Supreme Court reversed the conviction of Nevers's partner, former officer Walter Budzyn, who was serving an eight-year sentence. Both officers, who are white, were convicted of second-degree murder in the death of Green, who was black. The court said the jury in the Budzyn case may have been unfairly influenced by the film "Malcolm X," which opens with a clip of the beating of Rodney King by Los Angeles police in 1991.

¶ A second mistrial was declared this month in the case of two white officers from Pittsburgh suburbs who are accused in the death of motorist Jonny Gammage, a black man who was suffocated following a traffic stop in October 1995. Eleven white jurors were prepared to acquit Brentwood police Lieut. Milton Mulholland and Baldwin Police Officer Michael Albert of involuntary manslaughter, but a lone black juror held out for conviction. After deliberating for 10 hours over two days, jurors told a judge Dec. 13 that further sessions would be futile.

Another Brentwood officer charged in the incident was acquitted in November 1996; two other officers who responded to Mulholland's call for backup were not charged.

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Seeking a magic bullet against sex predators

Megan's laws & hot lines are all very nice, but there's nothing like throwing away the key

Lawmakers continue their efforts to tighten the noose around the necks of sexual predators, by tightening up laws and existing legal loopholes — a state-crafted Megan's Law in Virginia, a Nebraska law that requires all applicants for driver's licenses to state their awareness of a sexual offender registration act, and a Florida bill that will demand all volunteers working with children to submit to fingerprint and background checks.

But for all the sex-offender registries, hot-line numbers and community notification laws, nothing seems to offer parents and victims of sex crimes the same assurances of safety as locking up offenders and throwing away the key. Thus, keeping sexual predators off the streets has always been the goal of legislators, and a decision earlier this year by the U.S. Supreme Court that upheld civil confinement will give officials broad leeway in how such offenders are dealt with.

On June 24, the High Court ruled 5-4 that sexual predators who have already served time in prison for their crimes can then be committed indefinitely to state mental hospitals, whether or not there is a clinical diagnosis of mental illness. Writing for the narrow majority in *Kansas v. Hendricks*, Justice Clarence Thomas noted that while a finding of dangerousness alone is generally insufficient basis upon which to justify involuntary commitment, the Kansas law in question "links that finding to the existence of a 'mental abnormality' or 'personality disorder' that makes it difficult, if not impossible, for the person to control his dangerous behavior." [See article, Page 21.]

The Supreme Court's ruling on the constitutionality of the Kansas Sexually Violent Predator Act stemmed from a challenge by Leroy Hendricks, a 62-year-old child molester with a 40-year history of repeat offenses. Hendricks argued that sending him to a mental hospital just prior to the completion of his 10-year sentence for molesting two 13-year-old boys subjected him to double jeopardy and a new punishment for a previous crime.

It was not punishment, the Court held. "That Kansas chose to afford such procedural protections does not transform a civil commitment proceeding into a criminal prosecution,"



At an exhibit at the Los Angeles County Fair last September, California residents were able to search through a CD-ROM containing a database of more than 64,000 convicted child molesters, rapists and other sex offenders registered in the state. The CD-ROM was produced and distributed by the state Justice Department. (Wide World Photo)

Thomas observed

The ruling serves to strengthen civil confinement laws already in place in Arizona, California, Minnesota, Wisconsin and New Jersey, where the murder of 7-year-old Megan Kanka provided much of the impetus for sex-offender registries and community notification laws throughout the United States.

Last year, another child sex-murder that occurred in a New Jersey suburb shocked the

nation. Eleven-year-old Eddie Werner, of Jackson Township, was raped and strangled, his body stuffed into a suitcase, by another neighborhood boy to whom he had apparently tried to sell candy door-to-door.

Authorities said Werner's killer, 15-year-old Sam Manzie, had become involved in a sexual relationship with a 43-year-old pedophile via the Internet. Manzie and Stephen P. Simmons of Holbrook, N.Y., had intimate encounters on four occasions in 1997, prosecutors said.

For a time, Manzie had been helping law enforcement build a case against Simmons through an electronic monitoring device on the phone in the teen-ager's home. But just days before Werner was murdered on Sept. 27, Manzie smashed the equipment, and alerted Simmons to his pending arrest.

On Sept. 24, Manzie's parents had tried to get a court order to have their son involuntarily committed because, they said, he had periods of rage and was dangerous. However, an Ocean County Family Court judge turned down the request and ordered the boy into family counseling.

Prosecutors are asking that Manzie be tried as an adult. To prevent a transfer of the case to adult court, defense attorneys would have to convince Judge Robert A. Fall that Manzie could be rehabilitated in the juvenile justice system before reaching age 19. If tried as an adult, he faces life in prison without parole under "Joan's Law," legislation signed into law April 3 by Gov. Christine Todd Whitman.

Joan's Law, named for 7-year-old Joan D'Alessandro who was sexually assaulted and murdered in 1973, bars parole for child molesters who kill their victims.

Other developments aimed at corralling sexual predators include legislation in Massachusetts that will allow the state's sex-offender registry to distribute information about juvenile offenders.

¶ All convicted sex offenders in Georgia will be required to register with the Georgia Bureau of Investigation under legislation signed by Gov. Zell Miller in April.

¶ In Virginia, the state's Crime Commission is working on a Megan's Law type of package that will include community notification.

¶ Nebraska is requiring all applicants for driver's licenses to fill out a form acknowledging awareness of the state's sexual-offender registry.

¶ In California, the most popular attraction last year at the Los Angeles County Fair was the state's CD-ROM of convicted sex offenders. Some 250 people signed up at the booth just hours after it opened.

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1997 sees developments with potential long-term impacts

As law enforcement agencies nationwide continue to augment their ranks rapidly with thousands of new officers — often with the help of funding from the Justice Department's community-policing office — education and training have never seemed more crucial in ensuring that police can meet whatever challenges the future may hold.

This year brought advances in the realm of education and training that will be felt well beyond the millennium's end. Potentially the most far-reaching development was the formal establishment of the controversial Police Corps program, which got under way in earnest in a handful of states this year, nearly two decades after the idea was first proposed. The program is aimed at increasing the number of college-educated, community-oriented officers, by giving participating college students tuition reimbursements in exchange for four years of service as police officers after graduation.

The corps, approved by Congress as part of the 1994 Crime Control Act, is administered by the Justice Department's Office of Community Oriented Policing Services, which also oversees the federally funded effort to hire up to 100,000 new police officers nationwide.

This year, Congress doubled the \$10-million in funding it approved in 1996 to kick off the Police Corps, which provided slots for up to 200 recruits in six states. The infusion of funds prompted several other states to announce Police Corps programs, including Maryland, where a recruiting campaign was launched to attract prospective cadets, up to 120 of whom were to be selected this year for eventual assignment with the Baltimore Police Department.

Meanwhile, the nation's first class of 19 Police Corps cadets completed a 16-week training course this year at the Oregon State Police Academy, blazing a trail that is sure to be followed by hundreds of college students in the years to come.

The program continues to meet with resistance from some law-enforcement officials who question the wisdom of spending millions of dollars to hire people who may not make

a career commitment to policing. But Lieut. Gov. Kathleen Kennedy Townsend of Maryland cited a potential fringe benefit of the Police Corps by drawing an analogy to the military's Reserve Officers Training Corps, saying Police Corps cadets who ultimately decide against law enforcement careers would probably leave agencies as staunch police supporters.

Still, many Police Corps opponents say the idea has outlived its usefulness in view of the fact that police recruits are more highly educated than ever, with more and more agencies drafting tougher academic standards. The Tulsa, Okla., Police Department this year joined the small but growing roster of agencies that now require bachelor's degrees of its recruits. Police Chief Ron Palmer said the requirement shows how law enforcement attitudes toward higher education have evolved in the past 30 years. "The value [of college] has always been stated, but it looks like people are acting on that value now."

In February, several months before Tulsa took action, the even bigger Portland, Ore., Police Bureau mandated a similar four-year degree policy, although the union representing sheriffs' deputies in surrounding Multnomah County promptly raised concerns that Portland's action will trigger an exodus of deputies from the already thinning county ranks. Ironically, the Sheriff's Department is the true pioneer in the drive to increase educational standards, having required a bachelor's degree for new hires since 1964 — the first law enforcement agency in the nation to do so.

College degrees are *de rigueur* for candidates seeking national certification from the National Law Enforcement Credentialing Board, a private organization based in Columbus, Ohio, and run by current and former police officials. The first group of 94 officers seeking credentials successfully completed a process they had begun in December 1996, meeting standards and demonstrating skills in an assessment reviewed by the board. Federal officials, including Attorney General Janet Reno, honored the pioneering group in Washington in May during National Police Week.

Law enforcement training meanwhile, builds on a recruit's educational base by developing the skills and knowledge needed to produce an effective, productive officer. And in 1997 agencies unveiled several innovative approaches to training officers, including making training cyberspace-friendly.

One such concept that is appearing with increasing frequency is distance-learning, which usually involves making training curriculums available on-line to officers who can't make it to classes or who live far away from training academies. In an effort to help part-time police officers in Illinois comply with a state-mandated, 400-hour training course, the Law Enforcement Training and Standards Board set up 100 computer work-stations in police agencies statewide to ease logistical problems. Director Thomas Jurkanin said it marked the first time distance-learning concepts have been applied by a statewide training agency to administer training.

Distance-learning concepts were applied at the Nebraska Law Enforcement Training Center, where officials are developing Internet-based courses that will help train officers in far-flung reaches of the state. The concept also was a centerpiece of a plan announced by the Charlotte-Mecklenburg County, N.C., Police Department and the University of North Carolina-Charlotte, which is starting up a Community Policing Institute. Officials plan to use distance-learning technology to transmit live classes from the institute to interactive sites on the World Wide Web.

Even small institutions of higher learning are getting into the act. Millersville University in Lancaster, Pa., for instance, began offering three law-enforcement correspondence courses as part of an "on-line police academy" developed by CompuServe and veteran law enforcement educator Jacob Haber. The courses offered over the Internet, said Haber represent "a recognition that law enforcement education, like all other forms of education, has moved outside the classroom and first training in include computers."

Legal or not, drugs are still a sore subject

A year after California and Arizona voters liberalized laws to allow for the medicinal use of marijuana, another state, Oregon, found itself with a battle on its hands over a new law that would recriminalize possession of the drug after years of the criminal justice system effectively looking the other way.

It's just one example of how the nation's drug policy, predicated on zero tolerance with harsh state and Federal laws to punish users and dealers, is being reconsidered, albeit unwillingly, in the face of citizens and even politicians who are starting to wonder if there isn't more curse than blessing in the present drug-war approach.

What got started in Oregon 1997 may even shape up to be one of the biggest debates in drug policy into 1998. The state decriminalized marijuana more than 20 years ago, putting it at the same level of offense as a traffic citation, with no arrest and no jail time.

"When we would talk to the kids on the street," said Molalla Police Chief Rob Elkins, "they made us very aware of that. Their attitude was, 'Big deal; it's a \$100 fine.'"

But last year, Gov. John Kitzhaber signed legislation that increases the penalty for possession of less than an ounce of marijuana from a non-criminal "violation" to a Class C misdemeanor. Violators can now be convicted, face 30 days in jail, a \$1,000 fine, and loss of driving privileges for six months.

The bill was targeted in September by the Citizens for Sensible Law Enforcement, a group that has already raised \$100,000 for a referendum to overturn the law, which was to have taken effect Oct. 4 before 90,000 petition signatures were presented to the state. The effort has attracted some high-profile backers, including billionaire financier George Soros, who largely bankrolled the 1996 marijuana reform efforts in California and Arizona.

Repealing the recriminalization law is not the only item on the agenda for drug-reform activists. Bill Zimmerman, a California-based consultant working on the referendum, said there is an interest in putting medicinal marijuana on the ballot as well.

Law enforcement in California, actually, is still getting used to the idea of legal marijuana, and some jurisdictions have even come up with ingenious ways of working under the guidelines of Proposition 215. In San Mateo County, just south of San Francisco, officials are devising a plan whereby the \$200,000 worth of marijuana sitting in the county's evidence rooms at any given time could be



Boxes of marijuana, packaged for medicinal use by the Cannabis Cultivator's Club in California. (Wide World Photo)

made available to those eligible to use it under the law.

Users would need a prescription and would have to register with the Sheriff's Department. The idea, first suggested by County Supervisor Mike Nevin, a former San Francisco police detective, was unanimously approved Nov. 16 by the County Board of Supervisors, and a formal plan was expected to be drafted and presented to the state Attorney General's office by Jan. 1.

Elsewhere, one of Michigan's most conservative legislators, Senator William Van Regenmorter, said in August that he will work to ease a 1978 law that imposes a mandatory life sentence without parole on anyone convicted of possessing 650 grams (1.4 pounds) or more of cocaine or heroin with the intent to sell. The law, aimed at drug kingpins, has not worked out that way. Most of the biggest dealers are tried in Federal court, while 86 percent of those tried under the "650 lifer" law have never been imprisoned before.

Van Regenmorter, who says he favors changing the law primarily because these offenders take up valuable prison space, has proposed that convicted drug offender become eligible for parole after serving 15 years in prison, but only if the prosecutor agrees and the defendant has cooperated.

The legislative argument currently being made in Michigan is similar to that offered with respect to the disparity in sentencing between powder cocaine and crack cocaine offenses. A study in January found that the physiological and psychological effects of the two forms of the drug are so alike that the harsher penalties surrounding crack possession are "excessive."

The study by researchers at the University of Minnesota and Columbia University recommended that Congress sharply reduce the current 100-to-1 sentencing imbalance. They proposed that the ratio be decreased to 3-to-1, or even 2-to-1, which would result in the same sentence for those convicted of possessing twice the amount of crack as those possessing powdered cocaine.

Another report released last year concluded that mandatory minimum sentences do little to reduce drug abuse, and may even do more harm than good. The research by the Rand Drug Policy Research Center of Santa Monica, Calif., found that harsh prison terms "produce the smallest bang for the buck by far," leading to higher street prices for drugs and more prison spending as facilities take in more non-violent offenders. A more conventional approach that combines standard prison terms and treatment programs would be a better investment of time and resources, the study concluded.

A bigger problem may be looming, with the American Psychiatric Association reporting in June that the nation's heroin addiction problem is on the rise. Those who formerly snorted the drug, said the report, are now injecting it for a more efficient high. The National Household Survey on Drug Abuse appeared to confirm the APA's diagnosis, reporting that heroin usage rose from 41,000 users in 1990 to 196,000 in 1995.

The APA also said that addicts entering treatment programs are more affluent, as the drug's new purity appeals to a middle-class clientele. That's a fact not lost on officials in Plano, Texas, a well-to-do city 20 miles from Dallas, where in November, the 10th teenager this year died of a heroin overdose. "It's not just Plano," said Police Chief Bruce D. Glasscock. "It's a national problem."

Ready, aim, legislate

Driving forces in the 1997 gun-control arena

Much ground was lost, and some gained, last year by gun-control advocates, who saw the background-check provision of the Brady Law struck down by the U.S. Supreme Court, and voters in Washington state fail to pass a controversial gun-control measure, yet also saw President Clinton swing a deal with gun manufacturers for child-proof trigger locks.

The Supreme Court's ruling on June 27 was narrow but emphatic, with Jus-

tice Antonin Scalia writing for the 5-to-4 majority that the background checks violated states' sovereignty by "dragging" officers employed by the state into administering Federal laws. Further, by forcing state governments to absorb the cost of implementing the program, he noted, Congress was able to take credit for solving problems without having to raise Federal taxes.

The decision stemmed from an appeal brought by sheriffs Jay Printz of

Ravalli County, Mont., and Richard Mack of Graham County, Ariz., who claimed the mandatory background checks kept deputies in small departments from performing their regular law enforcement duties.

The sheriff's successfully challenged the law in two separate Federal lawsuits, but the U.S. Court of Appeals for the Ninth Circuit heard the Government's appeal and upheld it in 1995.

Despite the ruling, law enforcement

leaders vowed to continue to conduct background checks voluntarily.

The decision "strikes down the law's mandatory requirement but allows for law enforcement to continue to conduct Brady checks," said Frankfurt, Ill., Police Chief Darrell L. Sanders, president of the International Association of Chiefs of Police. "I know that police chiefs around the country will continue to conduct these checks in large numbers, wherever and whenever they can."

The Bureau of Justice Statistics reported this year that since the Brady Law took effect in 1994, more than 186,000 gun sales have been blocked because background checks turned up criminal records. In the first six months of 1996, BJS said, some 34,000 potential handgun buyers out of more than 1.3 million were rejected. Of those, 72 percent were found to be convicted or indicted felons.

Another study released in 1997 found that children and teen-agers in the United States were 12 times more likely to be killed by gunfire than children in other industrialized nations. The report, conducted by the Centers for Disease Control, said that roughly 1.66 juvenile deaths per 100,000 were caused by firearms in the U.S., compared with an average of just 0.14 per 100,000 in other nations.

The safety of children was one of the prime arguments offered by gun-control advocates in support of Initiative 676, a proposal that Washington voters soundly rejected.

The initiative, one of the most sweeping gun-safety measures ever put before voters, would have required handgun owners to be licensed by passing a safety course. No gun could be sold or loaned without a trigger lock or equivalent security device, although gun owners would not be required to use it. Penalties would range from fines to a year in jail for repeat offenders.

Supporters pitched the proposal as a public health issue, not one of gun regulation, claiming that trigger locks would have saved some of the 30 Washington children who were killed by accidental gunfire from 1991 to 1995. The campaign also cited a report in the Journal of American Medical Association that found a 23-percent drop in those deaths in states that have laws preventing children's access to guns.

The National Rifle Association, worried that the initiative would create a domino effect in other states, pulled out all the stops in a \$3-million campaign against the measure — Charlton Heston telling voters the proposal was "silly"; the state's 80,000 NRA members posting signs and donating money, and police officers statewide urging residents to vote "no."


The NRA claimed that Initiative 676 would have swamped police departments with paperwork, while gun buyers would lose some privacy with regard to medical records.

As for 676 protecting children, those who voted against the bill — the majority of whom were said to live in the eastern part of the state — believe gun safety is best taught by parents.

"My dad taught me how to handle guns. I learned gun safety in the Boy Scouts," said Mel Reason, a 41-year-old used furniture dealer. "Parents should teach their own kids to be safe with guns. It's people's responsibility, not the state's."

But what legislation could not do, apparently the fear of legislation did.

Under pressure from President Clinton, the nation's major gun manufacturers in October announced they would equip all handguns with childproof trigger locks in exchange for the Administration not pressing for legislation that would require the devices. Clinton did, however, bolster his position on the issue by signing an executive order requiring safety locks on all handguns issued to Federal law enforcement officers.



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Justice by the numbers:

A sampling of statistics about criminal justice in the United States, vintage 1997.

1: The number of domestic violence convictions that can result in anyone, including law enforcement officers, being barred from having a firearm under Federal law. The law has sparked lawsuits and an attempt by some police organizations to lobby for a police exemption or to make the statute applicable only from its date of enactment.

12.4: The percentage decrease in violent crime in 1996, according to the annual National Crime Victimization Survey conducted by the Justice Department's Bureau of Justice Statistics, which added that property crime fell by 9.1 percent last year. The declines are the largest in the two broad crime categories since the survey began in 1973.

13.3: The percentage increase in New York City police salaries that will be paid in a five-year contract upheld by arbitrators in September, ending a two-year battle between Mayor Rudolph Giuliani and the Patrolmen's Benevolent Association. The PBA pushed for raises matching those received by their counterparts in neighboring Nassau County, where officers this year got a 24-percent raise over five years.

25: The percentage decrease in the number of calls to Baltimore's overburdened 911 system in the first year of a 311 number to handle non-emergency calls.

25: The number of states that have adopted "conceal-and-carry" firearms laws in the 10 years since Florida became the first state to pass such a statute, according to an analysis by the Cato Institute, which added that crime-rate declines of 7 percent or more have been reported in states with such laws.

34: The percentage of schoolchildren in grades three through eight who told a Parade magazine survey that stopping domestic and street violence should be President Clinton's top priority.

35: The number of high-crime "hot spots" in Maryland cities that will be targeted in a wide-ranging anti-crime plan announced by state officials in June. Officials say the areas account for up to 11 percent of the state's violent crimes.

50: The number of local, state and Federal prosecutors who were informed by the FBI in February that problems in the FBI's lab could affect their cases. The attorney for Frederic Whitehurst, the whistle-blower whose allegations about the lab led to an investigation by the Justice Department's inspector general, asserted that the final tally of affected cases "will be well over 1,000."

60: The percentage of the 234,000 convicted sex offenders nationwide who were on parole or probation in 1994, according to a study by the Bureau of Statistics that was released in February. An estimated 99,300 offenders are in jails or state and Federal prisons, while 134,300 were under conditional supervision in the community.

72: The percentage of registered voters surveyed by the National Association of Police Organizations who said they favor their tax dollars being spent on stricter law enforcement measures rather than education or transportation.

80: The percentage of female Dallas police officers who reported that sexual harassment was common in the police force, with half saying it had happened to them. A survey ordered by Police Chief Ben Click also found that most female respondents feel the Police Department doesn't take sexual harassment training seriously. Thirty percent said they can report incidents without fear of reprisals.

80: The percentage decline in homicides in Minneapolis during three months last summer after officials there began a replication of the successful Boston Gun Project. Minneapolis had eight homicides in the "busy" summer months, compared with 40 during the same period in 1996.

81: The number of New York City police officers age 35 or older who began academy training in April, only to be informed that the Police Department had decided to enforce an age limit on new recruits. The NYPD made the decision in view of President Clinton's restoration of an exemption for public-safety agencies in the Federal age discrimination law.

89: The percentage of U.S. police departments in an 800-agency survey that said they have special weapons and tactics (SWAT) teams, according to a study by Eastern Kentucky University. By comparison, researchers said only about 59

percent of police agencies had SWAT teams in 1982.

90: The percentage of the 20,221 Orange County, Calif., gang members listed in the Gang Reporting Evaluation and Tracking system who are Latino, Asian or black, even though those groups make up less than half of the county's population. Civil liberties groups claim the data base might be unconstitutional, but officials said 80 percent of those who appear in the data base are admitted gang members.

94: The number of officers from 35 states in the first group to be certified by the National Law Enforcement Credentialing Board, a private organization based in Columbus, Ohio. They receive the credential status by meeting a number of standards, including firearms proficiency, a clean employment record, at least 100 hours annually of community service, and completion of post-academy education.

120: The number of U.S. cities being asked to participate in the Defense Department's "Chem-Bio Quick Response Force" program being designed to offset the threat of chemical or biological terrorist attacks. The team, some 500 strong, began traveling the country this year to train local public-safety personnel to deal with the increasing threat.

218: The number of U.S. motorists and passengers between 1990 and 1995 whose deaths were attributed to "road rage" — confrontations between drivers that often result in violence, according to the American Automobile Association for Traffic Safety. The group said the number of incidents had jumped by 51 percent in the five-year period, totaling 10,037 violent clashes that resulted in 12,610 injuries.

230: The number of part-time police officers in Illinois who completed a state-mandated, 400-hour training course, out of the group of 600 officers who began the course. About 3,000 officers must take the 12-month course in order to keep their jobs.

235: The number of names of officers killed in the line of duty who were added to the National Law Enforcement Officers Memorial in Washington, D.C., this year. The number includes the 116 officers who died in the line of duty in 1996, as well as 137 whose deaths were recently discovered. Nearly 16,000 names now appear on the five-year-old memorial wall.

276: The number of U.S. cities, in a 347-city survey conducted by the U.S. Conference of Mayors, that said they had nighttime curfews in effect. A previous survey in 1995 found that 270 of 387 cities surveyed had curfews.

600: The number of M-16 rifles added to the Los Angeles Police Department's arsenal following a Feb. 28 firefight with heavily armed bank robbers, during which officers had to rush to a nearby gun store for more powerful weapons to battle the body armor-wearing criminals. Both robbers were killed and at least 17 officers and citizens were wounded in the incident.

858: The estimated number of so-called Patriot groups, including 380 armed militias, active in the United States in 1996, according to the Klanwatch Project.

1,080: The number of wiretaps installed by law enforcement officials in Los Angeles County between Jan. 1, 1993, and March 1, 1995, according to the FBI. The bureau released the data as part of its ongoing effort to lobby the telecommunications industry to develop technology that will accommodate law enforcement wiretapping needs in the digital age.

2,000: The number of officers saved from death or personal injury because they were wearing body armor, according to a tally kept by the International Association of Chiefs of Police and the DuPont Kevlar Survivors' Club. The total was reached in January when Walton County, Ga., Deputy Sheriff Henry "Bo" Huff survived after being shot twice in the chest at point-blank range with a 9mm. pistol wielded by a 16-year-old boy.

23,000: The estimated number of criminal youth gangs nationwide, according to a survey by the National Youth Gang Center, a unit of the Justice Department's Office of Juvenile Justice and Delinquency Prevention. The survey said the gangs comprise about 665,000 members.

50,000: The number of new fingerprint-check requests from law enforcement agencies received each day by the FBI, which has led to a backlog of 2.8 million orders. Officials cite new laws that require background checks for teachers, child-care providers, immigrants and school bus drivers for the lag, which they say

will be eliminated when its new automated identification system is entirely on line in 1999.

124,286: The number of federally licensed gun dealers operating as of February, according to the Treasury Department, which said the number represents a huge decline from the 287,000 dealers in 1993. Tighter regulations over the past four years were cited for the decrease.

186,000: The number of gun sales blocked after police background checks turned up information that would-be buyers had been convicted of or indicted for felonies. The data were included in a February report by the Bureau of Justice Statistics on the effects of the Brady Act, which requires a five-day waiting period to allow police to check the backgrounds of potential gun purchasers.

\$375,000: The severance pay the City of Los Angeles reportedly paid to former Police Chief Willie Williams after the Police Commission decided against giving him a second five-year term of office. Williams left the agency on May 17, and was succeeded by Deputy Chief Bernard Parks.

\$750,000: The amount paid to the family of a 25-year-old man who died after a "hog-tie" restraint was used on him by Los Angeles police. Lawsuits arising from the use of hog-tying have cost the city more than \$2 million in liability settlements in the past five years, and prompted Los Angeles police officials to ban it entirely this year.

1.3 million: The estimated number of victims who went to hospital emergency rooms for treatment of non-fatal, violence-related injuries during 1994, according to a Justice Department report. An additional 82,000 people were injured in incidents in which violence was suspected.

\$17.6 million: The amount the Kentucky State Police was ordered to pay in retroactive wages, pensions and interest to settle a Federal age-discrimination lawsuit brought by 62 plaintiffs who challenged the agency's policy of forced retirement at age 55.

\$20 million: The amount of Federal funding made available to 17 states to start Police Corps programs in 1997. Police Corps participants receive financial aid for college after which they must serve as police officers for four years.

45 million: The number of U.S. residents — more than one-fifth of the population — who say they have some kind of face-to-face contact with law enforcement officers during a given year, according to the Justice Department's Police-Public Contact Survey. One-third sought police assistance, another third had witnessed or wished to report a crime, and slightly less than one-third said police initiated the contact.

\$495 million: The cost of a two-year national campaign against juvenile crime announced by President Clinton in February. The biggest chunk of the funding is \$200 million for state and local anti-gang prosecution initiatives.

\$700 million: The estimated loss to consumers and public-safety organizations from "badge-related fraud," which most often appears in the form of phony law enforcement charities that solicit funds via telephone pitches to unsuspecting donors. The Federal Trade Commission launched a major offensive against the burgeoning problem in April.

\$823 million: The estimated combined cost of upgrading the FBI's criminal records and fingerprint identification systems, a task that is expected to be completed in 1999. The project, which had been plagued with problems before it was reorganized, was initially estimated to cost about \$593 million and was due to be completed this year.

\$19.3 billion: The amount of Justice Department funding requested by Attorney General Janet Reno for fiscal year 1998 — a 4.9-percent boost over this year's budget. Reno said the increase would be used to beef up efforts against drug-trafficking, youth violence, terrorism and illegal immigration.

\$103 billion: The estimated cost of the nation's anti-drug efforts since 1988, according to the General Accounting Office, which said the number did not take into account expenditures approved as part of larger pieces of legislation. A separate study by the Congressional Research Service pegs the figure at \$150.2 billion, comprising expenditures included in the nine Federal budgets from 1989 to 1996.

LEN's 1997 People of the Year: The Boston Gun Project Working Group



Juvenile violence takes a nosedive, thanks to research, smart policing, interagency cooperation, savvy street work & tough enforcement. **See Page 1.**

Plus: Our annual review & analysis of the year's events

As community policing comes of age, law enforcement moves along parallel tracks of introspection & outreach. **On Page 1.**

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The Law Enforcement News "Person of the Year" Honorees:

1984: Pierce R. Brooks, founder of the Vi-CAP serial-murder tracking program

1985: Rudolph W. Giuliani, organized crime-fighting U.S. Attorney.

1986: Prof. Herman Goldstein, father of problem-oriented policing.

1987: Sheriff Michael Hennessey, leader in the development of humane responses to AIDS in the criminal justice system.

1988: Dr. David Werrett, DNA crime-profiling pioneer.

1989: The team of public- and private-sector personnel who revised the Uniform Crime Reporting program into the new National Incident-Based Reporting System.

1990: Rep. Matthew G. Martinez, prime mover of the Police Recruitment and Education Program.

1991: The Independent Commission on the Los Angeles Police Department.

1992: The Robert W. Johnson Foundation, sponsors of the "Fighting Back" substance-abuse reduction program.

1993: Sgt. Joseph F. Trimboli, dogged pursuer of New York police corruption.

1994: The makers of the 1994 Violent Crime Control Act.

1995: Architect/urban planner Oscar Newman, creator & prime exponent of crime prevention through environmental design.

1996: The people behind the NYPD's crime-smashing Compstat process

1997: ? (See front cover.)